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LABOR AND INDUSTRY



STATE OF PENNSYLVANIA MONTHLY BULLETIN

Vol. XIX, No. 7

HARRISBURG, PA.

JULY, 1932

PROTECTIVE WORK INCREASED BY DEPRESSION

By DR. A. M. NORTHRUP

SECRETARY, DEPARTMENT OF LABOR AND INDUSTRY

During the past year, largely because of the depression, the demand for the services of the Department of Labor and Industry has increased between 20 and 25 per cent.

The cause of this increase in a depression year can be seen from the reports of the various bureaus on their activities.

Compensation: While there has been no actual increase in the number of compensation petitions filed during the year ended May 31, 1932, as compared with preceding twelve months, the number of claims assigned to the referees up to the end of 1931 had been increasing at the rate of nearly 10 per cent a year. Hundreds of requests to reopen cases are being received each month from injured workmen who had previously been given light duty by employers, but who are now out of employment and want the opportunity to prove existing disability. This means a greater volume of closely contested litigation than in preceding years. This also involves an increase in the necessity for the investigation and adjustment of all claims for compensation.

Inspection: The Bureau of Inspection reports no increase in the actual volume of work, but finds more difficulty in securing compliance with laws. The development of a complete program for administration of the laws relating to women and minors is resulting in some additional work.

Industrial Standards: The work of this bureau in the last year is estimated to have increased approximately 25 per cent. This increase has been caused largely by the increased number of petitions for exemption and relief from safety regulations. The financial straits in which many firms find themselves at this period of the depression has increased the number of petitions for exemption from safety regulations to

a very marked degree. The number of applications for approval of safety appliances also has increased materially.

Industrial Board: The number of petitions passed on by the Industrial Board during the last year increased 18 per cent over the preceding year. This increase was due largely to the increased number of petitions for exemption from safety regulations. The number of safety devices investigated and approved by the industrial Board increased 24 per cent over the preceding year.

Women and Children: The administration of industrial home work regulations has resulted in a marked increase in the number of investigations required during the last year as compared with the previous year. Investigations of home working families increased more than 100 per cent over the preceding year, and the number of interviews with employers who give out home work in-

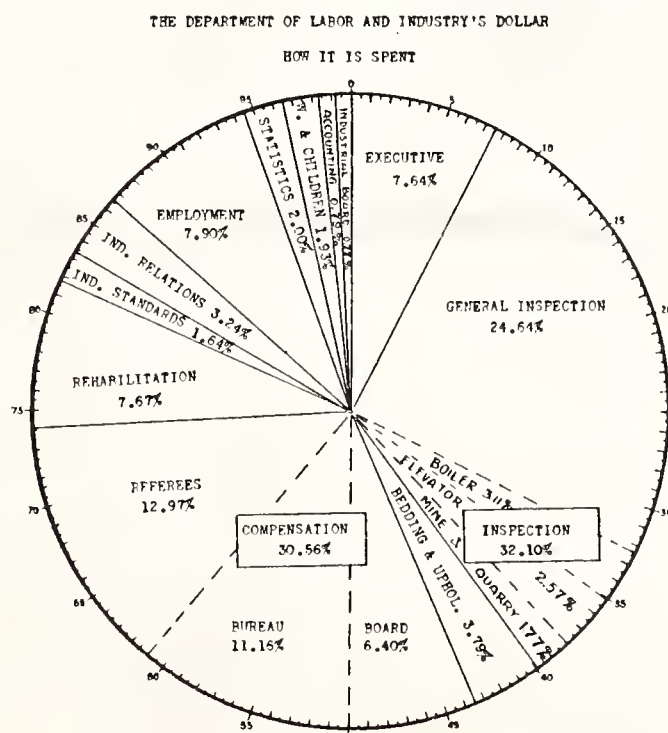
creased nearly 10 per cent. The widespread closing of factories has resulted in a pronounced increase in home work. The new law for double compensation for minors also has added measurably to the duties of this bureau.

Industrial Relations: The work of the Bureau of Industrial Relations has increased more than 50 per cent during the last year. The number of labor controversies increased from a total of 144 for the year ended May, 1931, to a total of 226 for the year ended May, 1932, a 57 per cent increase. In addition to the increase of duties due to labor mediation, two of the mediators were assigned to special duty in labor camps during the last nine months.

Rehabilitation: The services of the Bureau of Rehabilitation were extended to six per cent

more persons during the last year than in the preceding year, and the number of cases of persons in training un-

(Continued on Page 8)



Based on expenditures for the year ended May 31, 1932.

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DEPARTMENT OF LABOR AND INDUSTRY

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EDITORIAL

Even moderate protection of employed workers and moderate protection of socially-minded employers from unfair competition is threatened by current attempts to cut the Department of Labor appropriation from 25 to 40 per cent.

At one time the proposed cut for the ten months from August 1932 to May 1933 was \$393,000, or 40 per cent. This was later lowered to \$252,000. When the second figure was suggested, Dr. A. M. Northrup, Secretary of the Department of Labor and Industry, made an analysis of its effects on the protective work now carried on. He said:

"This would mean that—

Factories would be inspected once in every three years, whereas the recent audit made by the Auditor General objects to only one inspection in two years on an average.

25% of the boilers of the State would not be inspected, creating a hazardous condition and involving a possible decrease in revenue of \$13,000.

25% of the elevators would probably not be inspected, which would be a hazard to the public and cause a decrease in revenue of possibly \$6,000.

The plan to decrease the possibility of accidents in mines (other than coal) would be greatly affected and a return to dangerous conditions would exist.

Several inspectors would have to be withdrawn from Bedding and Upholstery, thereby making the enforcement of that Act impossible and allowing many violations of the Act which would be dangerous to the public. The possible decrease in revenue might be \$12,000.

The Industrial Board and Bureau of Industrial Standards could not properly investigate conditions that are dangerous to the laboring man and establish regulations and codes to correct such conditions.

Several mediators would have to be withdrawn with the result that disputes between employer and employee could not be handled and adjusted as satisfactorily as heretofore. Such disputes have greatly increased during the last eighteen months.

It would not be possible for the Bureau of Women and Children to make a study of home conditions where women and children are employed and would permit gross violation of both the Women's and Child Labor Acts.

It would be necessary to eliminate some of the employment offices at a time when those offices are required to put forth greater efforts in search of employment. It would also result in a decrease of approximately \$5,000 in revenue, because it would be impossible to properly check on the licensed private employment agencies.

The physically handicapped persons could not be rehabilitated to the extent that this work is now being carried on. In the last audit, the Auditor General objected to the fact that no survey had been made of those physically handicapped persons other than those incapacitated through industrial accidents. Furthermore, for every dollar decrease in expenditure during this biennium would result in a fifty cent less refund from the Federal Government in the next biennium. (Refunds are always actually received in fiscal year following that in which expenses were incurred).

It would be possible to grant only approximately 25% of the service in Workmen's Compensation. Granting that the statutory provisions for three Board Members and the Secretary will remain, a cut will place the Board in an inoperative condition because they would not have any funds for clerks or travelling expenses. The referees would have to be reduced from fifteen to eleven, with a proportionate decrease in clerks at a time when they are already overburdened with cases.

The Workmen's Compensation Bureau would have to suffer the same cut and thereby place them in a position where it would be impossible to cover the field, investigating cases and determining what employers carry compensation insurance."

The Department of Labor and Industry has developed since its creation in 1913 as a result of demands from representative groups of labor, and of industrial interests for definite service in the many phases of Pennsylvania's great industrial problems.

It has not grown by agitation from within but to meet needs demonstrated to previous legislatures by definitely interested organizations of both employers and employees.

The Department believes in effecting rigid economies, in all its operations and activities, especially at this time. Substantial economies have already been effected and more are to be made.

It should not be drastically reduced in its effectiveness at this critical time when its services are vitally needed. Partial destruction of the Department now would doubtless place it in a condition from which it would require years to recover its present effectiveness and would render it unable to function satisfactorily with the return of industrial activity.

Those who have been interested in securing some measure of protection for the workers and for fair employers from low standards which might be set by other employers, should look with care into any curtailment which will diminish the industrial safety activities of the Department, affect seriously its efforts to prevent illegal employment of women and children, retard the consideration of workmen's compensation claims of injured workmen and dependents of workers killed, interfere with the rehabilitation of permanently disabled persons eager to be fitted for new occupations, reduce the facilities for finding employment opportunities for the greatly increased number of unemployed applicants at the Department's public employment offices, affect the supervision of fee-charging employment agents to prevent exploitation of the unemployed, the mediatorial activities in labor disputes, as well as the compilation of industrial statistics.

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

GENERAL DECLINE IN EMPLOYMENT CONTINUES

Employment in Pennsylvania industries continued its slide downward in May. Reports from more than 4,000 firms employing nearly a half million workers show a 3.4 per cent employment decline for May as compared with April. Payrolls dropped 8.1 per cent. This means that the 4,028 reporting firms actually employed 17,600 fewer workers during May than in April, and that the weekly payrolls for these firms in May were \$844,000 a week less than in April. Assuming that the reports for this group of firms are fairly representative for 20 per cent of all industry in Pennsylvania, then the report for May indicates that 88,000 fewer workers were employed in Pennsylvania industries during May than in April, and that the weekly industrial payroll for May was \$4,220,000 less than in April.

Decreased employment totals for May were shown for 10 of the 14 industry groups covered by the report. The industries that showed increased employment totals for May were construction, quarrying, dyeing and cleaning, and retail trade. The gains for these industries were largely seasonal. Reduced employment was shown for all other industries including the manufacturing, anthracite coal mining, canning and preserving, petroleum producing, hotel, laundry, street railway, public utility, and wholesale trade industries. Along with the large employment reductions in May, industrial payrolls showed even greater declines. The total volume of industrial wage payments for May reached the lowest figure since the beginning of the depression. Payroll reductions for May of 10 per cent or more were reported for anthracite and bituminous coal mining and for manufacturing industries. Minor reductions in payrolls were shown for the petroleum, hotel, laundry, street railway, public utility, and retail trade industries. Increased wage payments for May over April were shown for the quarrying, construction, canning and preserving, dyeing and cleaning, and wholesale trade industries.

Weekly earnings of workers in all industries covered by the report averaged \$19.50 in May as compared with \$20.52 in April. The lowest rate of average earnings, \$12.11 a week, was reported for the bituminous coal mining industry, and the highest rate, \$30.18 a week, was shown for the street railway group. Weekly earnings of workers in six major industry groups averaged less than \$20.00 a week during May.

These industries were bituminous coal mining \$12.11, quarrying \$13.12, canning and preserving \$15.03, hotels \$14.05, laundries \$16.46, manufacturing \$15.02.

Working time in the mills and factories of the State dropped nearly 10 per cent during May, 1932, as compared with April, according to reports submitted by 591 manufacturing firms. Workers in these firms averaged 29.4 hours a week during May as compared with an average of 30.9 hours a week in April. Largest reductions in working time were shown for the metal, textile, clay, glass and stone, and leather industries.

LARGE DECREASE IN MANUFACTURING

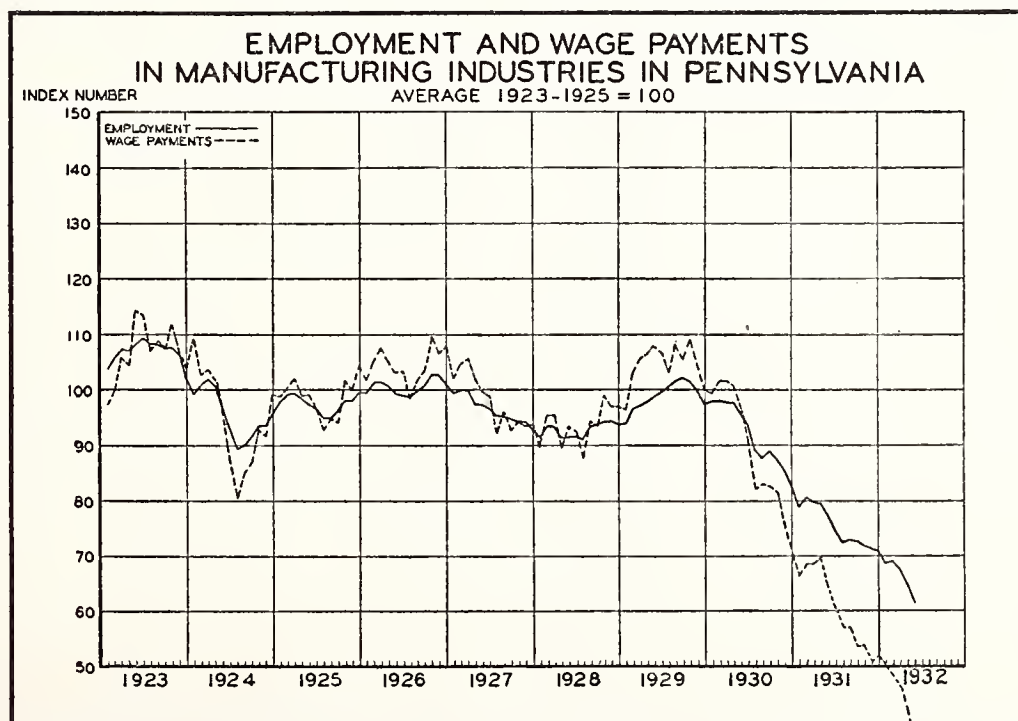
The 5.1 per cent decrease in manufacturing employment for May, and the 10.1 per cent decline in payrolls were the sharpest reductions reported during the last ten years for which records are available. The average change in manufacturing employment from April to May is approximately a one per cent decrease, and manufacturing payrolls for this period usually drop 0.3 per cent. The reduction in manufacturing employment for May brings the index of employment for this industry to 61.4 per cent of its 1923-1925 level, or 20 per cent lower than this period a year ago. The index of wage payments in manufacturing for May was only 37.3 per cent of its 1923-1925 average and 43.3 per cent less than for May, 1931.

Employment reductions for May were shown for 37 of the 51 industries covered in the manufacturing report. The decreases were centered principally in the metal, transportation equipment, textile and clothing, clay, glass and stone, and leather industries. Individual industries that showed lay-offs of 10 per cent or more during May included the automobile, cotton, silk, cement, and furniture industries. Employment gains that were largely seasonal were reported for the structural iron, locomotive and car, shipbuilding, carpet and rug, ice cream, lumber, paint and varnish, and rubber tire industries. Materially reduced wage payments were prevalent throughout the manufacturing industry.

Payroll decreases in excess of 10 per cent were recorded for 24 of the 51 manufacturing industries represented in the May report.

DECREASE IN COAL MINING

May reports for the coal mining industries show a 4.5 per cent employment reduction for anthracite mines and a 2.6 per cent employment decrease for the bituminous coal industry. Wage payments in the anthra-



*Advance copies of the monthly reports covering subjects discussed in this review may be procured upon application to the Department.

cite industry for the reported week in May were nearly 20 per cent less than in April and 24 per cent lower than for the corresponding week in 1931. Wage payments in the bituminous industry for May were 15 per cent lower than in April and nearly 40 per cent less than at this time last year.

BUILDING CONSTRUCTION EMPLOYMENT INCREASES

Reports from more than 1,000 building contractors in 14 of the larger cities of the State show a seven per cent gain in employment and payroll totals for May as compared with April. Largest gains in building employment occurred in Altoona, Erie, Johnstown, Philadelphia,

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP and INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended May, 15 1932	Index numbers 1923-1925 = 100			Total weekly Payroll week ended May 15, 1932	Index numbers 1923-1925 = 100			week ended		
			May, 1932	Per cent change compared with			May, 1932	Per cent change compared with		May 15, 1932	April 15, 1932	
				April, 1932	May, 1931			April, 1932	May, 1931			
ALL MANUFACTURING INDUSTRIES (51) 30% -----	818	227,148	61.4	- 5.1	-20.5	\$3,412,597	37.3	-10.1	-43.3	\$15.02	\$15.93	
Metal products: (12) 57% -----	243	104,846	53.2	- 5.3	-26.6	1,383,873	27.9	-11.1	-52.2	13.20	14.12	
Blast furnaces -----	12	1,295	36.4	- 2.9	-23.4	18,848	17.5	-15.9	-52.8	14.55	16.79	
Steel works and rolling mills -----	48	57,238	47.7	- 8.4	-29.3	674,420	23.6	-15.1	-56.9	11.78	12.65	
Iron and steel forgings -----	9	834	48.9	- 1.8	-34.9	12,398	28.1	-12.5	-55.4	14.87	16.58	
Structural iron work -----	10	3,111	75.0	+ 3.3	-14.8	41,889	36.9	0.0	-49.7	13.46	13.93	
Steam & hot water heating app. -----	15	2,811	72.8	- 4.2	-19.6	50,591	45.7	-10.4	-35.3	18.00	19.46	
Stoves and furnaces -----	6	410	60.5	- 2.1	- 8.7	7,297	37.7	+ 4.7	- 6.9	17.80	16.68	
Foundries -----	35	4,734	52.0	- 3.5	-26.2	55,761	21.4	-10.5	-55.8	11.78	12.76	
Machinery and parts -----	44	6,244	59.5	- 6.9	-28.0	102,667	33.3	-17.8	-45.7	16.44	18.59	
Electrical apparatus -----	22	20,572	72.9	+ 1.3	-21.4	314,957	42.7	- 4.0	-48.1	15.31	16.15	
Engines and pumps -----	10	1,334	35.5	- 1.4	-29.7	18,509	18.4	-10.7	-49.3	13.87	15.34	
Hardware and tools -----	20	4,165	60.1	- 2.4	-16.3	53,500	33.0	-10.1	-44.4	12.85	13.92	
Brass and bronze products -----	12	2,098	54.9	0.0	-17.8	33,036	30.6	- 2.5	-43.2	15.75	16.17	
Transportation equipment: (8) 74% --	35	17,558	44.6	- 2.0	-24.5	324,037	27.6	- 3.5	-46.9	18.46	18.95	
Automobiles -----	4	1,475	29.7	-28.6	-55.2	21,226	11.4	-29.6	-75.7	14.39	14.53	
Automobile bodies and parts -----	11	3,602	53.1	+ 0.2	- 9.1	63,506	31.2	+ 0.6	-29.4	17.63	17.55	
Locomotives and cars -----	12	5,807	21.7	+ 3.8	- 7.3	107,764	13.7	+ 2.2	-18.0	18.56	18.69	
Railroad repair shops -----	5	4,468	75.1	- 2.0	+ 7.7	73,410	47.9	- 7.4	-25.6	16.43	17.42	
Shipbuilding -----	3	2,206	60.5	+ 5.2	-14.0	58,131	75.6	+ 1.2	-19.1	26.35	27.37	
Textile products: (11) 30% -----	164	44,007	73.7	- 7.8	-17.7	552,588	45.2	-18.3	-43.7	12.56	14.14	
Cotton goods -----	13	2,133	45.4	-15.6	-30.5	30,493	29.0	-23.1	-51.5	14.30	15.86	
Woolens and worsteds -----	13	2,863	48.7	- 7.6	-15.5	39,602	28.6	-15.1	-48.2	13.83	15.07	
Silk goods -----	46	12,436	68.5	-11.8	-29.2	149,395	48.8	-16.9	-45.2	12.01	12.71	
Textile dyeing and finishing -----	11	1,335	82.2	- 1.2	- 5.4	24,737	62.0	-10.1	-25.7	18.53	20.37	
Carpets and rugs -----	9	2,269	54.8	+ 4.6	-15.0	37,240	35.4	+ 8.6	-33.3	16.41	15.83	
Hats -----	3	2,263	58.0	- 0.0	-27.2	29,065	30.4	+ 1.0	-42.4	12.84	12.69	
Hosiery -----	31	14,865	100.7	- 8.4	- 3.2	181,082	57.4	-29.2	-45.2	12.18	15.75	
Knit goods, other -----	13	2,224	81.3	+ 2.7	- 0.2	25,388	52.8	+12.1	-23.9	11.42	10.46	
Men's clothing -----	9	739	73.4	- 7.7	-16.1	7,999	48.8	-11.6	-41.9	10.82	11.34	
Women's clothing -----	8	1,392	122.6	+ 2.2	- 4.5	15,342	98.0	+ 5.6	-22.8	11.02	10.68	
Shirts and furnishings -----	8	1,488	100.2	- 9.6	-32.5	12,245	55.0	-24.5	-60.6	8.23	9.94	
Foods and tobacco: (5) 32% -----	92	18,429	91.5	- 3.5	-12.3	\$319,228	75.5	- 3.2	-20.0	\$17.32	\$17.31	
Bread and bakery products -----	27	3,601	98.8	- 0.1	- 8.8	85,687	84.9	- 0.2	-16.8	23.80	23.84	
Confectionery -----	13	3,670	83.4	- 6.3	-14.5	58,640	68.4	-14.4	-27.5	15.98	17.49	
Ice cream -----	10	1,108	92.3	+10.9	-14.9	31,089	80.7	+ 3.7	-21.3	28.06	29.90	
Meat packing -----	14	1,913	92.8	- 0.6	- 1.8	48,190	76.5	- 0.8	- 5.2	25.19	25.20	
Cigars and tobacco -----	28	8,137	87.6	- 5.4	-14.1	95,622	63.7	- 1.4	-23.4	11.75	11.34	
Stone, clay and glass products: (3) 42% -----	66	7,905	44.0	-10.6	-25.0	110,750	22.2	-14.9	-51.9	14.01	14.79	
Brick, tile and pottery -----	33	2,888	51.7	- 6.0	-28.0	30,775	21.4	-20.7	-56.3	10.66	12.68	
Cement -----	15	2,951	36.1	-17.6	-36.1	47,515	18.4	-16.4	-62.1	16.10	15.85	
Glass -----	18	2,066	50.0	- 5.8	+ 1.0	32,460	34.7	- 7.2	-15.8	15.71	16.02	
Lumber products: (3) 27% -----	49	2,644	41.7	- 3.2	-24.6	37,473	26.4	- 3.3	-44.9	14.17	14.30	
Lumber and planing mills -----	16	726	31.4	+ 7.5	- 6.5	11,916	23.6	+ 8.3	-21.9	16.41	16.28	
Furniture -----	28	1,188	39.2	-11.5	-37.5	16,572	22.7	-13.0	-57.6	13.95	14.20	
Wooden boxes -----	5	730	57.5	+ 3.0	- 9.2	8,985	26.6	+ 0.8	-33.9	12.31	12.59	
Chemical products: (5) 47% -----	57	10,456	77.8	- 1.9	-15.2	236,949	64.5	- 2.7	-27.6	22.66	22.88	
Chemicals and drugs -----	35	1,814	59.0	- 2.5	-15.8	38,240	47.6	- 6.7	-28.3	20.74	21.72	
Coke -----	3	1,799	61.1	- 1.9	-15.8	24,039	26.0	-15.3	-55.9	13.36	15.51	
Explosives -----	3	434	67.4	- 1.3	- 8.4	7,382	52.8	- 4.5	-25.2	17.01	17.56	
Paints and varnishes -----	10	895	86.0	+ 2.6	- 9.7	17,777	73.3	+10.9	-25.9	19.86	19.89	
Petroleum refining -----	6	5,484	110.2	- 2.4	-14.4	149,511	104.8	- 0.7	-17.7	27.26	26.82	
Leather and rubber products: (4) 46% -----	45	9,765	89.1	- 2.4	- 3.7	157,460	63.9	- 9.1	-28.0	16.12	17.31	
Leather tanning -----	17	4,897	89.2	- 1.9	-10.7	90,918	64.2	- 5.3	-32.4	18.57	19.25	
Shoes -----	17	3,573	101.3	- 3.2	+13.6	39,248	66.7	-19.6	- 9.3	10.98	13.21	
Leather products, Other -----	7	523	66.0	- 8.6	-18.8	8,952	48.3	-22.0	-46.1	17.12	20.01	
Rubber tires and goods -----	4	772	79.2	+ 2.3	-10.1	18,342	76.5	+ 8.1	-26.7	23.76	22.51	
Paper and printing: (3) 30% -----	67	11,538	84.8	- 0.9	- 9.1	290,239	71.5	- 7.6	-24.7	25.16	26.99	
Paper and wood pulp -----	13	3,475	74.8	+ 0.5	- 7.8	71,185	55.6	- 3.6	-24.6	20.48	21.31	
Paper boxes and bags -----	10	774	63.9	- 7.9	-18.9	10,119	52.9	-12.4	-35.3	13.07	13.78	
Printing and publishing -----	44	7,289	91.2	- 0.5	- 8.6	208,935	79.1	- 8.7	-23.9	28.66	31.19	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

Scranton, and Wilkes-Barre. Decreased employment in building trades was shown for Allentown, Bethlehem, Chester, Lancaster, Pittsburgh, and Reading.

WAGE REDUCTIONS CONTINUE

Further decreases of wages in manufacturing industries were reported in May. Forty-three manufacturing firms reported wage reductions during May affecting a total of 11,078 workers. The average cut was 10 per cent. The majority of the wage reductions were made in the metal and textile industries. Some of the wage cuts reported from the metal industries represented a second decrease in wage rates, the majority of the metal firms originally having reported wage decreases in October, 1931. Since the first of January, 1932, 181 manufactur-

ing firms in Pennsylvania reported wage reductions affecting a total of more than 40,000 employees. In the 29 months since January, 1930, 878 manufacturing firms in Pennsylvania have reported wage reductions affecting the earnings of more than 200,000 workers.

Wage reductions in the building trades also received considerable attention during May. Of 1,077 building construction firms reporting to the Department, 163 reported wage reductions affecting more than 1,500 employees. The most widespread adjustment of wage rates in building trades occurred in Philadelphia. A 16 2/3 per cent reduction in wage rates affecting more than 50,000 workers engaged in 20 building crafts was announced by the Counsel of the Associated Building Trades. The decrease was effective May 1, 1932.

HOURS WORKED AND HOURLY EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP AND INDUSTRY	No. of plants reporting	No. of wage earners—week ended May 15, 1932	Total weekly wages—week ended May 15, 1932	Total weekly employe hours—week ended			Average hourly earnings—week ended	
				May 15, 1932	April 15, 1932	Per cent change	May 15, 1932	April 15, 1932
ALL MANUFACTURING INDUSTRIES (47)	591	171,349	\$2,548,567	5,032,392	5,579,837	— 9.8	\$.506	\$.510
Metal products	208	93,121	1,216,425	2,201,975	2,432,638	— 9.5	.552	.566
Transportation equipment	28	15,183	267,421	484,973	496,883	— 2.4	.551	.553
Textile products	97	26,740	330,550	877,120	1,090,427	—19.6	.377	.381
Foods and tobacco	61	9,151	162,761	396,106	414,556	— 4.5	.411	.420
Stone, clay and glass products	44	5,689	78,275	177,640	203,593	—12.7	.441	.471
Lumber products	43	1,776	28,777	59,476	62,710	— 5.2	.484	.465
Chemical products	26	6,243	163,317	259,401	300,559	— 3.7	.564	.548
Leather and rubber products	29	5,118	93,589	202,905	225,133	— 9.9	.461	.444
Paper and printing	55	8,328	207,452	342,796	353,338	— 3.0	.605	.608
Building construction	1,011	8,107	202,768	258,335	233,841	+ 10.5	.785	.808
Street and Highway construction	28	479	8,784	18,636	7,491	+148.8	.471	.510
General construction	37	2,438	56,088	101,715	88,267	+15.2	.551	.561

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP and INDUSTRY	No. of plants reporting	EMPLOYMENT				Total weekly Payroll week ended May 15, 1932	PAYROLLS			AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended May, 15 1932	Index numbers 1923-1925 = 100				Index numbers 1923-1925 = 100			week ended	
			May, 1932	Per cent change compared with			May, 1932	Per cent change compared with		May 15, 1932	April 15, 1932
				April, 1932	May, 1931			April, 1932	May, 1931		
Anthracite coal mining ² (60%) -----	157	91,499	65.1	— 4.5	—16.9	\$2,304,712	48.6	—19.5	—23.9	\$25.19	\$30.24
Bituminous coal mining ³ (40%) -----	378	52,681	70.3	— 2.6	—16.0	638,053	33.4	—14.6	—39.3	12.11	13.81
Quarrying & non-metallic mining (9%) -----	60	3,009	-----	+ 5.4	-----	39,487	-----	+13.2	-----	13.12	12.22
Construction:											
Building construction (5%) -----	1,077	8,633	-----	+ 6.6	-----	219,150	-----	+ 7.2	-----	25.39	25.26
Road construction:											
Individual contractors -----	28	479	-----	+124.9	-----	8,784	-----	+129.9	-----	18.34	17.93
State Highways (Pa. Dept. Highways) ⁴ -----	8 Div.	24,638 ⁵	-----	—25.2	+87.1	-----	-----	-----	-----	-----	-----
General construction -----	40	2,460	-----	+ 9.6	-----	56,407	-----	+13.2	-----	22.93	22.21
Canning and preserving -----	23	2,167	-----	— 1.6	-----	32,572	-----	+ 4.4	-----	15.03	14.16
Crude petroleum producing -----	20	359	-----	— 1.4	-----	9,278	-----	— 0.3	-----	25.84	25.57
Dyeing and cleaning (20%) -----	26	1,223	-----	+ 7.1	-----	24,765	-----	+ 7.3	-----	20.25	20.22
Hotels (12%) -----	178	10,298	-----	— 0.5	-----	144,682	-----	— 0.3	-----	14.05	14.01
Laundries (20%) -----	47	3,512	-----	— 0.6	-----	57,816	-----	— 0.1	-----	16.46	16.38
Street railways (55%) -----	5	12,017	71.0	— 0.4	— 8.6	362,714	66.5	— 1.9	—17.0	30.18	30.61
Public utilities (65%) -----	702	53,695	-----	— 0.7	-----	1,607,594	-----	— 0.7	-----	29.94	29.93
Retail trade (8%) -----	328	27,021	-----	+ 0.2	-----	551,269	-----	— 1.2	-----	20.40	20.68
Wholesale trade (5%) -----	141	3,605	-----	— 0.9	-----	102,136	-----	+ 1.3	-----	28.33	27.70
Total—non-manufacturing (20%) -----	3,210	272,658	-----	— 1.9	-----	6,159,419	-----	— 9.7	-----	22.59	24.53
Total—manufacturing (30%) -----	818	227,148	61.4	— 5.1	—20.5	3,412,597	37.3	—10.1	—43.3	15.02	15.86
GRAND TOTAL (20%) -----	4,028	499,806	-----	— 3.4	-----	9,572,016	-----	— 8.1	-----	19.15	20.52

¹Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

²Reported by the Anthracite Bureau of Information.

³Chain index—January, 1929=100.

⁴Data from Department of Highways' report, May 1, 1932.

⁵Not included in totals.

ACCIDENTS COST \$1,451,577 LESS IN 1932

The amount of compensation awards for the first five months of 1932 declined \$1,451,577, or 22.5 per cent, as compared with awards for the corresponding period of 1931. The Bureau of Workmen's Compensation approved 24,726 agreements involving compensation payments amounting to \$4,982,279 during the five months of 1932 as against 32,285 awards aggregating \$6,433,856 for the corresponding months last year. The number of cases compensated during the first five months of 1932 declined 23.4 per cent as compared with the total for the first five months of 1931.

Two cases of double eye loss and two cases of double foot loss were included among the May compensation awards. In one case the worker missed his footing and fell beneath the cars of a freight train having both feet severed at the ankles. Coming into contact with an open switch, an electrician's helper employed by a power company received burns that necessitated the amputation of both feet. An anthracite coal miner was blinded in both eyes by a premature explosion of blasting powder. Flying parts of a broken emery wheel blinded a chipper in a brass foundry.

AVERAGE PERIOD OF DISABILITY INCREASES

The length of disability for all temporary disability cases compensated during the first five months of 1932 averaged 5.2 per cent more than for the cases handled by the Bureau of Workmen's Compensation during the corresponding period last year. The average period of disability for the 23,011 temporary disability cases compensated during the five months of 1932 was 44.5 days as against an average of 42.3 days for the 29,975 temporary disability cases compensated during the corresponding months of 1931.

INDUSTRIAL ACCIDENTS REACH NEW LOW TOTALS

Accident records in Pennsylvania were broken again in May as the number of workers killed and injured in industry declined to the lowest monthly total recorded since inauguration of the Workmen's Compensation Act

in 1916. The Bureau of Workmen's Compensation received reports of 6,772 industrial accidents during May, or 4.4 per cent lower than the total for February, 1932, when the previous low mark in accidents was established. Fatal accidents in May numbered 75, a decrease of 46, or 38 per cent, as compared with the total for April. Non-fatal accidents numbered 6,697 in May, a reduction of 643, or 8.7 per cent, from the total for the previous month. In comparison with the accident totals for May, 1931, fatal accidents for May, 1932, were 67, or 47.2 per cent less, and non-fatal accidents declined 2,236, or 25.0 per cent.

Further contraction in manufacturing activities and the seasonal curtailment of anthracite coal mining operations were outstanding factors in the decline of the May total of industrial fatalities. Fatal accidents in the anthracite mines for May decreased 62 per cent as compared with April, and fatalities in manufacturing declined 25 per cent. Reductions in death totals also were reported from the construction and contracting, hotel and restaurant, public utility, bituminous coal mining, quarry, and transportation industries. Fatal accident totals for May in retail trades, state and municipal employment, and miscellaneous industries showed increases over totals for April.

The record of accidents for the three principal divisions of industry for the first five months of 1932 as compared with totals for the corresponding period in 1931 is as follows:

ACCIDENTS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION

INDUSTRY	Five months 1932		Five months 1931		Per cent decrease in 1932	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	237	22,246	289	27,614	-18.0	-19.5
Coal mining	196	12,221	308	17,019	-36.3	-28.2
Transportation and public utilities	38	1,536	64	2,008	-40.6	-23.5
TOTAL	471	36,003	661	46,641	-28.7	-22.8

ACCIDENTS OCCURRING DURING COURSE OF EMPLOYMENT AS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION DURING MAY, 1932

CAUSE	Total of All Industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
TOTAL OF ALL CAUSES	75	6,697	1	585	24	1,808	17	1,344	9	840	3	70	3	212	66	121	5	637	7	542	6	472		
Working machinery and processes	2	437		21	2	288		29		35		5		2	1	11		21		6		18		
Bollers and pressure apparatus		13				4				1		1								5		2		
Pumps and prime movers		16		3		4		1				1			1					2		1		
Transmission apparatus		12		1		8		2														1		
Elevators and hoists	4	42		2	4	8		12		9		1		1		1		3		2		3		
Cranes and derricks	2	95		26	1	44		8		3	1	2		2		2		4		2		2		
Cars and engines	7	396				14	3	145	1	173		7	3	55						2		2		
Motor vehicles	5	399		33	1	116		6		1		3		33		3	1	52	2	88	1	63		
Other vehicles	3	37		3	1	13				1				3		3		3	1	9	1	5		
Hand trucks		68		9		38								8		1		7		3		2		
Water and air craft		4																						
Handling objects—by hand	6	1,566		134	3	443		318		166		9		7		5		29	1	191	1	126		
Hand tools	1	689		68		158		150		111		11		14		13		7		60	1	67		
Electricity	3	54		4	1	10	1	16	1	13				3		4				3		1		
Explosive substances	8	91		7	2	25	3	30	2	11	1							1		3		8		
Hot and corrosive substances	1	197		20	1	85		5		5				4		3		20		14		24		
Falling objects	17	831		50	2	104	9	362	5	210	1	19		10		5		1		28		23		
Falls of persons	12	1,057	1	138	4	275		132		47		6		38		16		39	3	158	1	95		
Stepping upon or striking against objects	2	383		45	2	101		68		33		2		7		2		9		55		32		
Miscellaneous	3	310		17		70	1	60		21		3		8		7		2		33	1	54		

*F.—Fatal.

N.F.—Non-fatal.

COAL SAFETY VOTED

The Industrial Board has voted to restrict the employment of boys under 18 years of age in certain hazardous occupations in the mines. The Board made the ruling after studying a report by the Bureau of Women and Children on the accident frequency in the various occupations in the industry. This report will be published in the Bulletin in August.

The regulation, New Rule M-38, follows:

"The employment of minors under eighteen years of age is prohibited at the occupations listed as follows:

A. Work inside coal mines.

1. Car handling, which includes blocking, coupling and uncoupling, driving mules, dropping cars, greasing cars, moving cars by room hoist, pushing or moving cars by hand (except in the working rooms of bituminous mines under the supervision of an experienced miner), retracking cars (except in the working rooms of bituminous mines under the supervision of an experienced miner), rope riding, running cars, spragging cars, and work as brakesman, footman, motorman, or snapper. 2. Cleaning tracks, 3. Handling explosives, 4. Loading, except in bituminous mines under the supervision of an experienced miner, 5. Oiling machinery, 6. Operating or tending cutting machines, 7. Operating or tending other mechanical mining devices, 8. Pick mining, except in solid work in bituminous mines under the supervision of an experienced miner, 9. Repairing or laying tracks, 10. Roping pulleys or drums, 11. Timbering except in the working rooms of bituminous mines under the supervision of an experienced miner, 12. Work as bratticeman, electrician, or electrician's helper, fire boss, pipeman, pumpman or rockman.

B. Work outside coal mines.

1. Car handling of the following types: Coupling and uncoupling cars, greasing cars, pushing and moving cars by hand, retracking cars, rope riding, spragging cars, and work as brakesman, motorman or topman, 2. Cleaning tracks, 3. Oiling machinery, 4. Repairing or laying tracks, 5. Rock dumping or loading, 6. Roping pulleys or drums, 7. Standing on shaker screens, 8. Work as engineer or fireman, 9. Work at loader boom."

REGISTRATION DOUBLES

More than twice the number of unemployed persons registered for work at the fourteen district offices of the Bureau of Employment during June of this year than in June, 1931. The number of applications increased from 13,568 in June, 1931, to 29,107 in the same month of 1932.

Although employment opportunities of a permanent character have generally decreased during the present year, intensive activities in the District Employment Offices, including active solicitation for jobs and cooperation with local civic organizations of a public and private character in "made work" campaigns, resulted in the placing of 3,334 workers in employment during June of this year, exceeding the placements during the same month of 1931 by 360.

Many of the placements were on jobs of a temporary or casual character, but afforded a measure of employment relief to applicants eager for work.

REHABILITATION WORK

More than five thousand physically disabled persons have been returned to suitable employment in Pennsylvania in twelve years. The cost of this program of reconstruction has averaged less than \$180 a rehabilitant, half of which was repaid to the Commonwealth by the Federal government.

If the State were obliged to maintain these physically handicapped persons in State institutions, it would cost the public between \$300 and \$500 a year for each indigent person. On the other hand, through rehabilitation, the reclaimed individual acquires an average annual income of at least \$1200, and in the case of the 5000 rehabilitated, \$6,000,000. From the economic side alone, rehabilitation bears out the old adage, "An ounce of prevention is worth a pound of cure."

Employers have come to realize the social as well as the economic benefit of rehabilitating and employing in suitable tasks persons disabled by non-progressive and non-communicable physical handicaps, as indicated in the following quotation taken from a recent presentation by Morris Leeds, President of Leeds and Northrup of Philadelphia, before the Committee on Education of the House of Representatives in Washington.

"Rehabilitation rests soundly on both social and economic grounds. Any industrialist must be aware, first of the need for supplementing the good work of workmen's compensation when it ends, by re-establishing, vocationally, injured persons who by their accidents have been disabled for their former skills and trades. If we fail to do this, it seems to me that we are only voting tacitly in many cases to commit good men to charity, to the waste-heap of the living dead. I rather suspect we would agree it to be good government and good business, as well as good humanics, to restore such men to usefulness and self-help.

"The other need is social. May I only paint in very plain colors the picture and plight of the disabled man or woman no longer compensable, if ever, resources gone, in a period of extended unemployment. We need not dwell on it. It is enough to be unemployed and want to work; it is too much to be disabled too. Such an unfortunate is and will continue to be among the last in line, for any work again. He gets no break. To save a mental as well as a physical wreck, cast up at the door of charity, he needs help to be equipped if necessary, and guided, trained, and placed at something useful he can do."

INCREASE OF WORK IN DISTRICT EMPLOYMENT OFFICES JUNE, 1932, OVER JUNE, 1931, AND DURING THE FIRST SIX MONTHS OF 1932 OVER THE SAME PERIOD OF 1931

		1932	1931	Per cent of Increase	
APPLICANTS					
	June	29,017	13,568	15,449	113.9
Total	to July 1	149,981	63,675	86,306	135.5
OPENINGS					
	June	3,832	3,319	513	15.5
Total	to July 1	19,534	19,218	316	1.6
PLACEMENTS					
	June	3,334	2,974	360	12.1
Total	to July 1	17,027	16,839	188	1.1

THE NEEDLE GUARD GAINS FAVOR

A recent survey of the needle industries in Pennsylvania, conducted hastily by the Bureau of Inspection to obtain information for the guidance of the Industrial Board, relative to guarding point of operation on power sewing machines, revealed an interesting change of attitude toward needle guards. While there are still some manufacturers who contend that needle guards slow up production to a ruinous degree, the survey reports summarized by Mrs. Elsie V. Middleton, Chief of the Section of Women and Children, show an increasing number of prominent manufacturers who are thoroughly committed to this form of protecting workers from injury.

In one district fourteen shirt and dress manufacturers reported that they were efficiently using needle guards on power sewing machines. Among this list was one large factory which began installing needle guards in 1929. The management of this plant reported that in one year during which 1,313 women were employed on a double shift for five months, there were 22 injuries from needle punctures. These were mostly attributed to the fact that employes had removed the needle guards which were even then being supplied, but without much compulsion as to use. An intensive drive to enforce use of needle guards greatly reduced these accidents. Although this concern has operated since 1931 with a large percentage of inexperienced workers, due to labor turnover, the needle accident experience has continued to show a healthy trend of reduction, while production standards have actually improved.

Six industries in another district reported use of needle guards with entire satisfaction, although in this same district are other concerns which report a less satisfactory experience from the standpoint of maintenance of production under enforced use of needle guards.

Sixteen clothing concerns in one district reported effectiveness of needle guards in reducing accidents on single-type sewing machines and expressed entire satisfaction with their operating efficiency.

One large manufacturer of shirts was reported very enthusiastic about the use of needle guards and stated that one of his best girl operators had caused considerable annoyance through the loss of time she incurred from needle injuries. Since installation of needle guards these losses of time have been eliminated and the management declares needle guards have given them increased production.

Eight clothing concerns in another district report use of needle guards on about 95 per cent of their work. The only request of this firm was that all other concerns be required to install the guards in order that the entire industry may be put on the same basis.

Two manufacturers of clothing who object to needle guards claim that their use would slow up production from 15 to 20 per cent. Although these concerns have purchased needle guards for all machines in their plant, installation is being delayed by the objection of operators who protest against a reduction of their earning power.

Most operators, it was found in the survey, do not object to the use of needle guards for straight sewing. On fancy dresses, which require many stops, the operators complain of slowed-up production on piece work, objecting especially to interference with a full view of the work. One manager in the dress industry protested that needle guards are bad for posture and hard on the eyes.

The Bureau of Inspection as a result of this survey is recommending that general enforcement of needle guarding be sustained by the Industrial Board except in specific cases where it can be shown by the manufacturer that the character of the work makes use of the needle guard impractical. It is being recommended at the same time that the Bureau of Industrial Standards approach sewing machine manufacturers with a view to obtaining improvement in design at the point of operation, which may make later application of needle guards unnecessary. This, of course, would only benefit in cases of new installations. Accident investigators in the needle industry very generally believe that regulation of the needle lift can greatly assist in reducing sewing machine accidents. Much work is performed today on power sewing machines with a needle lift considerably in excess of actual requirement, the result being naturally an increase in unnecessary hazard.

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Protective Work Increased by Depression

(Continued from Page 1)

der the Bureau's supervision increased nearly 10 per cent. The actual number of active cases in the files of the Bureau during the last year were only five per cent less than in the preceding year. The work of the Bureau is being materially increased by the return of persons once rehabilitated who are now out of work and coming back for help.

Employment: The work of the Employment Bureau is estimated to have increased 25 per cent or more during the last year. The actual registration of unemployed applicants increased nearly 75 per cent during the last year, and the work of finding employment for only two per cent fewer workers during the last year as compared with the preceding year was increasingly difficult. Most of the road camp registration work was handled by this bureau, and in many cities the employment offices have served as clearing houses for the registration and selection of unemployed applicants in the "made" work program promoted by local civic organizations.

Statistics: The work of the Bureau of Statistics has increased more than 25 per cent during the last year as a result of the increased demand for data relating to unemployment, wage changes, building activity, and other related subjects. A part of the increased duties was made obligatory by the Talbot law.

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CHARITY GIFTS

Employees in the Department of Labor and Industry have pledged a total of \$34,420 to charities. This money is being paid through the State Employees Fund for Organized Charity to the various organizations throughout the State named by the employees.

The Milk Fund has been pledged \$2,834 and the Harrisburg Welfare Association has been pledged \$3,712. Other charities throughout the State have been pledged the sum of \$21,886. Unrestricted pledges, leaving the distribution to the directors of the Fund total \$5,998.

The contributions are voluntarily made by the employees, many of whom are also the sole support of relatives in these depression days.

LABOR

STATE OF PENNSYLVANIA

AND

MONTHLY BULLETIN

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COUNTY DISTRIBUTION OF JOBLESS

The latest information on unemployment throughout the State has just been made public by the Department of Labor and Industry. The May figures show 1,131,830 totally unemployed.

The adjoining table shows the distribution of unemployed by counties in May. The ten counties having the greatest proportion of unemployment were, in order, Carbon, Beaver, Schuylkill, Westmoreland, Washington, Lawrence, Northampton, Mercer, Allegheny, and Fayette. Three are in the eastern part of the State and seven are in the west. Practically all of them are coal or steel centers. Northampton is a textile and cement center.

In number of unemployed, Philadelphia and Allegheny Counties had, of course, the largest representation.

The Department of Welfare reports that of these ten counties five have already exhausted the State aid voted to them at the first special session, and that all of them will have exhausted the aid by November at the latest.

The table does not show at all the length of time during which the unemployed have been forced to go without work. Those who have been employed steadily and have only recently lost their positions are assumed to have some small savings to be used up before it becomes necessary for them to resort to

Estimated Number of Totally Unemployed Persons in Pennsylvania, May, 1932, by Counties

County	Number of gainful workers enumerated April, 1930, Census ¹	Number of persons estimated as totally unemployed, May, 1932	Percentage of gainful workers estimated as totally unemployed, May, 1932	Rank according to percentage of gainful workers estimated as totally unemployed, May, 1932
	(1)	(2)	(3)	(4)
TOTAL, -----	3,722,428	1,131,830	30.4	--
Adams, -----	13,627	3,088	22.7	54
Allegheny, -----	537,097	176,364	32.8	9
Armstrong, -----	25,765	7,947	30.8	17
Beaver, -----	53,465	20,021	37.4	2
Bedford, -----	11,651	2,449	21.0	58
Berks, -----	99,523	29,284	29.4	24
Blair, -----	47,977	13,873	28.9	26
Bradford, -----	17,812	3,333	18.7	61
Bucks, -----	38,232	10,064	26.3	38
Butler, -----	27,031	8,215	30.4	19
Cambria, -----	65,491	19,544	29.9	20
Cameron, -----	1,874	493	26.3	39
Carbon, -----	21,669	8,792	40.6	1
Centre, -----	16,528	4,081	24.7	47
Chester, -----	48,490	12,473	25.7	40
Clarion, -----	11,036	2,728	24.7	46
Clearfield, -----	26,992	8,544	31.7	14
Clinton, -----	10,861	2,775	25.6	41
Columbia, -----	17,214	5,136	29.8	21
Crawford, -----	23,363	5,488	23.5	50
Cumberland, -----	25,773	6,556	25.4	43
Dauphin, -----	66,023	18,598	28.2	32
Delaware, -----	114,365	34,015	29.7	22
Elk, -----	11,369	3,278	28.8	29
Erie, -----	66,778	21,177	31.7	13
Fayette, -----	61,285	20,105	32.8	10
Forrest, -----	1,827	523	28.6	30
Franklin, -----	22,420	5,642	25.2	45
Fulton, -----	2,972	321	10.8	67
Greene, -----	13,738	3,217	23.4	51
Huntingdon, -----	13,781	3,759	27.3	33
Indiana, -----	23,504	5,959	25.4	44
Jefferson, -----	16,595	4,479	27.0	36
Juniata, -----	4,694	716	15.3	64
Lackawanna, -----	112,994	34,475	30.5	18
Lancaster, -----	78,522	19,243	24.5	48
Lawrence, -----	33,486	11,285	33.7	6
Lebanon, -----	26,735	7,756	29.0	25
Lehigh, -----	69,401	21,787	31.4	15
Luzerne, -----	158,364	51,502	32.5	11
Lycoming, -----	35,961	9,742	27.1	35
McKean, -----	20,955	5,119	24.4	49
Mercer, -----	34,621	11,423	33.0	8
Mifflin, -----	14,814	4,370	29.5	23
Monroe, -----	10,953	2,787	25.4	42
Montgomery, -----	107,218	30,413	28.4	31
Montour, -----	4,988	1,139	22.8	52
Northampton, -----	64,976	21,566	33.2	7
Northumberland, -----	45,094	14,638	32.5	12
Perry, -----	7,276	1,299	17.9	63
Philadelphia, -----	889,832	274,514	30.9	16
Pike, -----	3,053	645	21.1	56
Potter, -----	6,419	960	15.1	65
Schuylkill, -----	82,772	30,375	36.7	3
Snyder, -----	6,588	1,492	22.6	55
Somerset, -----	25,220	7,273	28.8	28
Sullivan, -----	2,607	593	22.7	53
Susquehanna, -----	11,993	2,693	22.5	56
Tioga, -----	11,151	1,657	14.9	66
Union, -----	6,455	1,228	19.0	59
Venango, -----	21,788	6,298	28.9	27
Warren, -----	15,513	4,168	26.9	37
Washington, -----	69,203	23,478	33.9	5
Wayne, -----	10,663	1,979	18.6	62
Westmoreland, -----	97,617	33,131	33.9	4
Wyoming, -----	5,290	994	18.8	60
York, -----	69,064	18,767	27.2	34

¹ 15th Census of the U. S. 1930 Unemployment, Volume I, page 874, table 10.

public or private relief. Those who have been unemployed steadily for several years have, of course, exhausted all their savings. The registration at the road camps last year showed the Department's employment officers that many family men in the western part of the State had been without employment at that time for periods of two and three years.

These figures were presented, in advance of publication, to the U. S. Reconstruction Finance Corporation on August 4th as evidence in support of Pennsylvania's demand for a loan of \$45,000,000. The R. F. C. refused the demand, at the time, on the ground that the Commonwealth should first raise relief funds through taxation. During the week following the Legislature levied taxes which are expected to amount to \$12,000,000. This is in contrast with the figure of \$100,000,000 for the twelve months period suggested by various groups, among them the Pennsylvania Federation of Labor. A part of this latter figure is now expected to come from the funds voted by Congress to the States to be distributed through the Reconstruction Finance Corporation.

While only eight counties show one out of every three workers unemployed or worse, there are 37 additional counties which show one out of every four unemployed or worse.

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EDITORIAL

The table on the front page of this issue of the Bulletin and the information presented in the following four pages both indicate that it is possible for the citizens of an industrial state to suffer through an industrial crisis far more than anyone of this generation had expected.

Employers and workers are being faced, more or less directly, with the problems resulting from an over-investment in manufacturing plants and coal mines, and from the failure of all industrial groups throughout the nation to set a bottom limit beyond which wages cannot be cut.

Discussions with representative employers in highly competitive industries throughout the State indicate a desire on their part for more effective trade associations. The hope expressed is that these trade associations will, in some way, be able to prevent the sale of goods to the trades at the present bargain-counter levels. These levels represent, in many instances, a loss rather than a profit to the employers, and a very substantially lowered standard of living to the workers. Even a small rise in the price level at which their competitors sell to the trade would mean a great difference to many manufacturers.

The difficulty here is that, with few exceptions, the competitors in any industry are not only scattered through several states and find it difficult to operate together in these matters, but also that the Federal rulings on the matter of price-maintenance have steadily been adverse to the practice.

The manufacturers as well as the workers frequently mention the need of establishing, in default of price-maintenance, a bottom level to wages throughout their industry. The individual small employer is often not able to resist wage-cutting on the part of his competitors. He is forced to follow suit, or shut up shop.

Faced with this condition, attention is being called more and more frequently to the possible stabilizing influence of minimum wage laws for women and children.

At a time when wages for women in some Pennsylvania factories have dropped to three dollars for a 51 hour week, it is interesting to note the experience of two Canadian provinces, Quebec and Ontario. Reports from their Minimum Wage Boards show that in Quebec the average minimum wage for experienced women workers averages \$12.00 in Montreal and \$10.00 a week outside of that city. The Ontario report shows very few wages under \$10.00 a week. The minimums set there are based on a budget for an independent working woman in the largest city, Toronto. That budget, \$12.50, represents "the lowest wage upon which she can support herself." The Ontario board reports that the average wages for women have dropped less than two per cent during the past year.

Before the importance of these facts can be understood it would be necessary to examine the beneficial and harmful effects on the industries of the two provinces of these minimum wage laws. The fact that the laws have not been repealed, however, is some evidence to the effect that they represent part of a constructive solution to the problem facing employers in highly competitive industries.

REHABILITATION PREVENTS and PROTECTS

The Pennsylvania program for reducing the effects of accidents and disease includes compensation for the industrially injured, surgical and medical care for the sick, sanatoria for the tubercular, and rehabilitation for the handicapped.

Rehabilitation service is available to all disabled persons who can profit by it whether disabled through industrial accident or otherwise. It provides a service of vocational guidance, training and placement, so that the hazards of the disability are minimized both for the individual and the employer.

Each case is an individual problem, and requires a careful analysis of the characteristics of the registrant in order to determine a plan that will fit his needs. In industrial accident cases, an effort is made to place the registrant in the best possible job, to protect him from added hazards which might result from his first injury, and to prevent if possible the chance of a second injury. In cases where the disabled are the blind, deaf and deafened, cardiacs and tuberculous persons, although the aim is to readjust the individual to normal living, the field of employment opportunities is more restricted.

In assisting this latter group, the rehabilitation agent finds it desirable to make a study of vocations that have been found feasible. If the registrant has a heart condition or an arrested case of tuberculosis the agent will pay particular attention to the recommendation of the physician and exercise the greatest care not to advise an occupation which is beyond the strength or endurance of the applicant. He exercises care also in the selection of registrants referred for employment—a few unfavorable cases, unable to do the work given them, will undermine the confidence of the employer in the ability of any cardiac or arrested tuberculosis to do any work, and prevent securing positions for many others perfectly able to work and support themselves. The rehabilitation of the blind and blinded, the deaf and deafened, presents another special problem. In the cases where there is a partial loss of vision or hearing, it is difficult to adjust the applicant to the idea of prevention, never to lose sight of the wisdom of conserving the smallest percentage of hearing or sight even at the sacrifice of a vocational inclination. Assistance to this whole group of the handicapped requires knowledge of opportunities and skill in guidance.

Rehabilitation is the service provided by the State and Federal Government through which their handicapped citizens may reach economic independence. It encourages people who are handicapped to see a challenge in life. It assists them in their adjustment to normal living, through a knowledge of opportunities open to them, and occupational hazards to be avoided. It interprets the worker to employers who discriminate. It follows him on the job to make sure that his progress is satisfactory both to himself and to his employer. It helps handicapped people to help themselves.

REVIEW OF INDUSTRIAL STATISTICS*

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

TREND OF INDUSTRIAL EMPLOYMENT CONTINUES DOWNWARD

Except for increases in seasonal industries, employment in Pennsylvania industrial establishments continued downward in June. Reports received from 4,295 firms constituting a representative cross-section of industry in the State show that working forces in June were reduced 5.6 per cent as compared with May. Wage payments declined 12 per cent. The reporting firms actually employed 28,282 fewer workers in June than in May, and the weekly payrolls for these firms in June averaged nearly a million dollars less than in May.

Reductions in working forces were shown for 11 of the 14 major industry groups covered in the June report. The largest employment declines recorded were 20.9 per cent in anthracite coal mining, 10.0 per cent in building construction, and 2.8 per cent in manufacturing. Industries that showed increased employment for June as compared with May were the canning and preserving, crude petroleum producing, and dyeing and cleaning industries. The employment gains for these industries were largely the result of seasonally increased activity.

The income of workers as represented by wage payment totals continued to drop far below normal levels. The volume of wage payments in productive industries for June was lower than at any other time during the ten years for which records are available. Wage payments in the anthracite coal industry for June were 35 per cent less than the May total. Payrolls for bituminous mines showed an 11 per cent reduction. Decreased wage payments for other industries were reported as follows: quarrying 15 per cent, building construction 13 per cent, street railways 10 per cent, wholesale trade seven per cent, and manufacturing four per cent.

Weekly earnings of workers averaged \$17.88 in June as compared with \$19.18 in May. Average earnings of \$15.00 or less a week were shown for the bituminous coal mining, quarrying, canning and preserving, hotel, and manufacturing industries. This means that based on actual payroll records, the earnings for 288,000 industrial workers in Pennsylvania averaged \$15.00 a week or less in June.

FURTHER DECREASES IN MANUFACTURING

Employment in manufacturing industries declined an additional 2.8 per cent in June as compared with May, and payrolls decreased 4.3 per cent. This decline is much larger than the usual curtailment at this period. The average decline in manufacturing employment from May to June is approximately one per cent. Manufacturing employment which has continued to drop almost uninterruptedly since September, 1929, has reached a stage where it now approximates 60 per cent of its normal level. Wage payments in manufacturing industries for June were only slightly more than a third of the total for an average period.

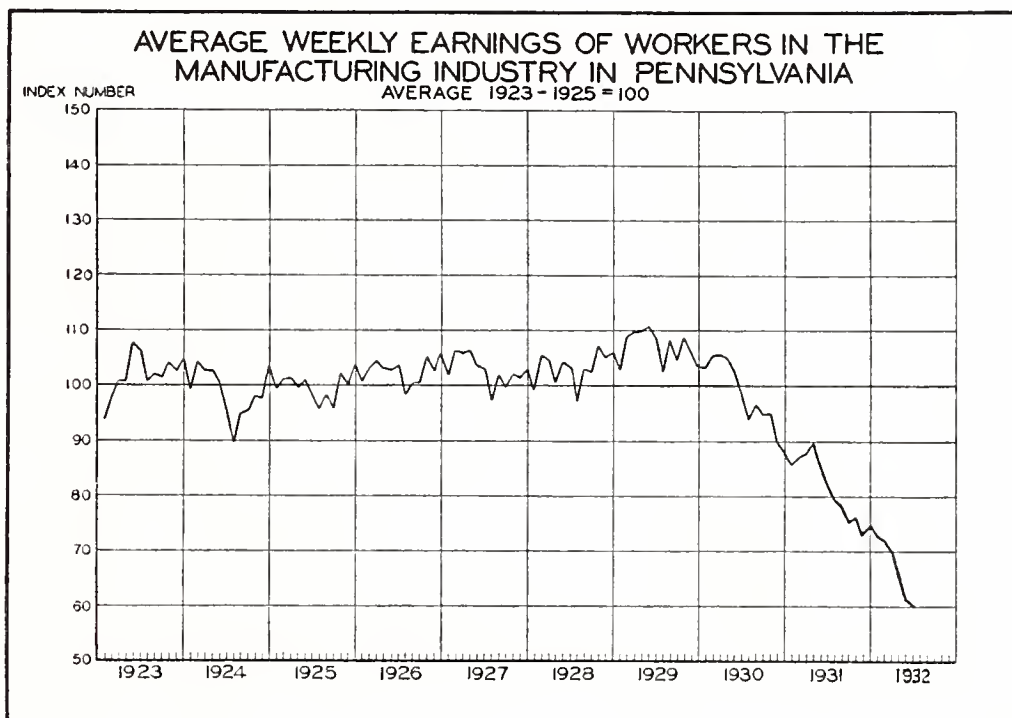
Decreased employment in June was shown for 35 of the 51 industries covered in the manufacturing report. Payroll reductions were in the same proportion. The industry groups in which the largest employment and payroll reductions occurred were the metal, textile, leather and rubber, and paper and printing groups. Individual industries of the manufacturing group that showed large employment reductions for June as compared with May were steel works and rolling mills, engines and pumps,

railroad repair shops, silk, textile, dyeing and finishing, carpets and rugs, brick, chemicals and drugs, and shoes and other leather products. The largest employment reductions were railroad repair shops 19.7 per cent, carpets and rugs, 15.1 per cent, and shoes 25.9 per cent.

In the steel works and rolling mills industry, the majority of firms reporting showed decreased employment. One large firm closed during the month. Some basis for encouragement

was found in the revival of activity at automobile plants in the central and western sections of the State. One automobile plant added 800 workers to its rolls during June and started production on a six-day basis. Another automobile firm added 360 workers and also started on nearly full-time schedule. Work in railroad shops continued scarce and most of the railroads reported further curtailment of forces.

Seasonal dullness characterized the reports from textile firms except that in the cotton goods industry an increase of employment and payrolls was recorded. This gain for the cotton industry was largely the result of the re-opening of one firm that had been closed in May. Carpet



* Advance copies of the monthly reports covering subjects discussed in this review may be procured upon application to the Department.

mills reported reductions that were out of line with the usual trend for this period. Increased working time was reported for hat factories, but no new employees were taken on.

In the food and tobacco group, ice-cream factories were showing the usual seasonal expansion, and cigar production showed a decided advance. One large cigar factory

in the Philadelphia area reopened after a prolonged shut-down. Employment and payroll gains were shown for cement and glass industries. The gain in the glass industry was principally in plate and sheet glass. Several large plants in the bottle and glassware industry have been closed more than six months.

Furniture factories reported a general increase of em-

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants report- ing	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended June 15, 1932	Index numbers 1923-1925=100			Total weekly Payroll week ended June 15, 1932	Index numbers 1923-1925=100			week ended		
			June, 1932	Per cent change compared with			June, 1932	Per cent change compared with		June 15, 1932	May 15, 1932	
				May, 1932	June, 1931			May, 1931	June, 1932			
ALL MANUFACTURING INDUSTRIES (51) 30%	816	220,627	59.7	- 2.8	-19.9	\$3,267,733	35.7	- 4.3	-42.0	\$14.81	\$15.02	
Metal products: (12) 57%	241	100,336	51.0	- 4.1	-26.1	1,298,552	26.1	- 6.5	-50.1	12.94	13.20	
Blast furnaces	12	1,296	36.4	0.0	-18.9	16,257	15.0	-14.3	-55.5	12.54	14.55	
Steel works and rolling mills	48	53,956	44.9	- 5.9	-28.0	607,202	21.3	- 9.7	-53.6	11.25	11.78	
Iron and steel forgings	9	818	47.9	- 2.0	-35.0	12,275	27.8	- 1.1	-53.8	15.01	14.87	
Structural iron work	10	2,946	71.2	- 5.1	-17.6	38,401	33.8	- 8.4	-54.3	13.03	13.46	
Steam and hot water heating app.	15	2,816	73.0	+ 0.3	-19.1	49,703	44.9	- 1.8	-27.1	17.65	18.00	
Stoves and furnaces	6	387	57.1	- 5.6	-15.3	6,500	33.6	-10.9	-16.0	16.80	17.80	
Foundries	35	4,549	50.0	- 3.8	-27.3	55,244	21.2	- 0.9	-55.5	12.14	11.78	
Machinery and parts	43	5,838	56.6	- 4.7	-28.7	87,340	28.7	-13.6	-51.5	14.96	16.44	
Electrical apparatus	22	20,368	72.1	- 1.1	-22.2	325,802	44.1	+ 3.3	-44.6	16.00	15.31	
Engines and pumps	10	1,225	32.7	- 7.9	-32.0	14,071	13.9	-24.5	-61.3	11.49	13.87	
Hardware and tools	20	4,192	60.4	+ 0.5	-14.3	54,702	33.9	+ 2.7	-35.7	13.05	12.85	
Brass and bronze products	11	1,945	53.4	- 2.7	-17.1	31,065	30.5	- 0.3	-39.2	15.97	15.75	
Transportation equipment: (8) 74% ..	35	17,484	44.4	- 0.4	-22.6	307,022	26.2	- 5.1	-45.4	17.56	18.46	
Automobiles	4	2,262	45.6	+53.5	-32.1	49,030	26.4	+131.6	-21.2	21.68	14.39	
Automobile bodies and parts	11	3,683	54.4	+ 2.4	+ 4.8	62,332	30.6	- 1.9	- 1.9	16.92	17.63	
Locomotives and cars	12	5,682	21.2	- 2.3	- 7.0	99,907	12.7	- 7.3	-21.6	17.58	18.56	
Railroad repair shops	5	3,590	60.3	-19.7	-11.6	45,271	29.5	-38.4	-52.5	12.61	16.43	
Shipbuilding	3	2,267	51.9	+ 2.8	- 2.4	50,462	65.7	-13.1	- 9.8	22.27	26.35	
Textile products: (11) 30%	164	42,452	71.1	- 3.4	-16.0	535,146	43.9	- 2.7	-42.0	12.61	12.56	
Cotton goods	13	2,328	49.6	+ 9.3	-23.7	32,684	31.1	+ 7.2	-48.3	14.04	14.30	
Woolens and worsteds	13	2,695	45.8	- 3.8	-20.9	34,523	25.0	- 7.4	-53.6	12.81	13.83	
Silk goods	46	11,438	69.2	- 8.2	-22.2	133,433	43.6	-10.7	-42.9	11.67	12.01	
Textile dyeing and finishing	11	1,217	74.9	- 8.9	- 9.5	21,080	52.8	-14.8	-27.6	17.32	18.53	
Carpets and rugs	9	1,926	46.5	-15.1	-28.8	25,517	24.2	-31.6	-55.7	13.25	16.41	
Hats	3	2,236	57.2	- 1.4	-25.4	36,032	37.6	+23.7	-33.7	16.11	12.84	
Hosiery	31	14,877	100.8	+ 0.1	- 3.8	193,331	61.4	+ 7.0	-38.6	13.00	12.18	
Knit goods, Other	13	2,210	80.7	- 0.7	- 8.8	25,146	52.2	- 1.1	-32.6	11.38	11.42	
Men's clothing	9	734	73.0	- 0.5	-13.4	7,190	43.8	-10.2	-44.1	9.80	10.82	
Women's clothing	8	1,360	119.8	- 2.3	- 3.7	13,908	88.8	- 9.4	-25.3	10.23	11.02	
Shirts and furnishings	8	1,431	96.2	- 4.0	-31.0	12,302	55.1	+ 0.2	-54.7	8.60	8.23	
Foods and tobacco: (5) 32%	93	18,908	93.9	+ 2.5	-10.3	327,735	77.4	+ 2.4	-20.0	17.33	17.32	
Bread and bakery products	27	3,565	97.9	- 0.9	- 9.0	84,249	83.4	- 1.8	-18.0	23.63	23.80	
Confectionery	13	3,521	80.0	- 4.1	-16.4	56,387	65.8	- 3.8	-27.2	16.01	15.98	
Ice cream	11	1,241	101.0	+ 8.6	-16.4	32,625	83.1	+ 2.1	-28.1	26.29	28.06	
Meat packing	14	1,906	92.4	- 0.4	- 1.8	47,337	75.2	- 1.7	- 7.0	24.84	25.19	
Cigars and tobacco	28	8,675	93.4	+ 6.6	- 9.0	107,137	71.5	+12.2	-19.9	12.35	11.75	
Stone, clay and glass products: (3) 42%	66	8,418	46.9	+ 6.6	-20.2	121,317	24.2	+ 9.0	-46.7	14.41	14.01	
Brick, tile and pottery	33	2,729	48.8	- 5.6	-28.6	31,720	22.1	+ 3.3	-48.6	11.62	10.66	
Cement	15	3,343	40.8	+13.0	-25.8	54,011	20.9	+13.6	-55.9	16.16	16.10	
Glass	18	2,346	56.8	+13.6	+ 3.5	35,586	38.0	+ 9.5	-18.3	15.17	15.71	
Lumber products: (3) 27%	48	2,716	44.1	+ 5.8	-20.7	28,948	28.3	+ 7.2	-40.4	14.34	14.17	
Lumber and planing mills	16	710	30.6	- 2.5	- 6.7	10,976	21.8	- 7.6	-27.8	15.46	16.41	
Furniture	27	1,276	44.8	+14.3	-27.5	18,262	26.6	+17.2	-48.2	14.31	13.95	
Wooden boxes	5	730	57.5	0.0	-15.1	9,710	39.6	+ 8.2	-33.7	13.30	12.31	
Chemical products: (5) 47%	57	10,485	78.0	+ 0.3	-15.9	231,895	63.2	- 2.0	-27.9	22.12	22.66	
Chemicals and drugs	35	1,688	54.0	- 8.5	-20.6	34,578	43.0	- 9.7	-32.1	20.48	20.74	
Coke	3	1,777	60.2	- 1.5	-13.8	18,141	19.6	-24.6	-58.6	10.21	13.36	
Explosives	3	432	67.1	- 0.4	-17.1	6,891	49.3	- 6.1	-37.4	15.95	17.01	
Paints and varnishes	10	908	87.2	+ 1.4	- 7.5	19,034	78.5	+ 7.1	-13.0	20.96	19.86	
Petroleum refining	6	5,680	114.2	+ 3.6	-14.1	153,251	107.4	+ 2.5	-19.9	26.98	27.26	
Leather and rubber products: (4) 46%	45	8,571	78.2	-12.2	- 9.9	140,733	57.1	-10.6	-32.3	16.42	16.12	
Leather tanning	17	4,675	85.0	- 4.7	-14.0	85,183	60.1	- 6.4	-35.2	18.22	18.57	
Shoes	17	2,645	75.1	-25.9	+ 3.4	23,747	40.4	-39.4	-29.7	8.98	10.98	
Leather products, Other	7	475	59.8	- 9.4	-28.2	8,040	43.5	- 9.9	-53.7	16.93	17.12	
Rubber tires and goods	4	776	79.7	+ 0.6	-10.8	23,763	99.1	+29.5	- 8.8	30.62	23.76	
Paper and printing: (3) 30%	67	11,257	82.7	- 2.4	-10.2	266,385	65.6	- 8.1	-27.1	23.66	25.16	
Paper and wood pulp	13	3,394	73.0	- 2.4	- 9.7	62,532	49.0	-11.9	-31.1	18.42	20.48	
Paper boxes and bags	10	897	66.6	+ 5.5	-15.8	9,901	51.6	+ 1.4	-36.0	12.27	13.07	
Printing and publishing	44	7,056	88.4	- 3.1	- 9.8	193,952	73.4	- 7.2	-25.1	27.49	28.66	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

HOURS WORKED AND HOURLY EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP AND INDUSTRY	No. of plants reporting	No. of wage earners—week ended June 15, 1932	Total weekly wages week ended June 15, 1932	Total weekly employee hours—week ended			Average hourly earnings—week ended	
				June 15, 1932	May 15, 1932	Per cent change	June 15, 1932	May 15, 1932
ALL MANUFACTURING INDUSTRIES (47)	582	166,275	\$2,404,723	4,943,307	5,020,893	— 1.4	\$.486	\$.507
Metal products	206	88,361	1,096,474	2,121,704	2,197,998	— 3.5	.517	.552
Transportation equipment	28	15,377	256,512	466,891	484,973	— 3.7	.549	.551
Textile products	94	25,915	316,152	860,831	871,837	— 1.3	.367	.377
Foods and tobacco	60	9,373	167,995	421,555	396,106	+ 6.4	.399	.411
Stone, clay and glass products	44	6,005	88,007	205,668	177,640	+15.8	.428	.441
Lumber products	41	1,788	28,672	64,075	57,237	+11.9	.447	.434
Chemical products	26	6,403	165,591	294,919	289,401	+ 1.9	.561	.564
Leather and rubber products	28	4,860	91,723	196,377	202,905	— 3.2	.467	.461
Paper and printing	55	8,193	193,597	317,287	342,796	— 7.4	.610	.605
Building construction	1,201	8,887	206,964	295,525	316,008	— 6.5	.700	.749
Street and Highway construction	50	1,731	28,992	64,564	50,151	+28.7	.449	.453
Other construction	69	3,313	76,641	144,808	155,368	— 6.8	.529	.567

ployment. This increase in furniture production at this period seems to indicate exceptionally low stocks in distributors hands with orders being placed for stock requirements needed for August sales. Shoe factories that had been enjoying a good volume of business during the spring months, especially in low-price grades, reported a falling off of production during June. Several large shoe factories in the central part of the State were closed during the month. One firm in the rubber tire industry due to an unusual volume of orders went on a seven-day schedule during June.

JUNE EMPLOYMENT IN COAL MINING LOW

For the last four years, employment in the anthracite industry has been showing a decided seasonal drop in June. The same trend was shown for June this year. June employment at 154 anthracite collieries was 21 per cent less than in May, and wage payments were 35 per cent lower. Between May and June last year, employ-

ment in the anthracite industry decreased only five per cent, and payrolls 12 per cent. In the years prior to 1927, there usually was little change in employment and payroll totals in the anthracite industry at this period of the year.

Employment in bituminous mines continued to slide downward in June, showing a two per cent reduction as compared with May. Payrolls were 11 per cent less.

BUILDING CONSTRUCTION SLUMPS

Following moderate seasonal increases in April and May, employment in building construction declined 10 per cent in June. This is contrary to the usual trend of building employment for this period but is the natural sequence of the decided falling off in building construction work in the last six months. Reports from building inspection offices in 43 Pennsylvania cities show a \$15,000,000 decrease in building volume for the first half of 1932 as compared with the first half of 1931.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended June 15, 1932	Index numbers 1923-1925=100			Index numbers 1923-1925 = 100				week ended		
			June, 1932	Per cent change compared with		Total weekly Payroll week ended June 15, 1932	June, 1932	Per cent change compared with				June 15, 1932
				May, 1932	June, 1931			May, 1932	June, 1931			
Anthracite coal mining ² (60%) -----	154	72,455	51.5	—20.9	—30.6	\$1,488,120	31.4	—35.4	—43.8	\$20.54	\$25.19	
Bituminous coal mining ² (40%) -----	366	51,654	68.8	— 2.1	—10.4	570,257	29.7	—11.1	—40.1	11.04	12.15	
Quarrying & non-metallic mining (9%) -----	60	2,943	-----	— 2.2	-----	33,755	-----	—14.5	-----	11.47	13.12	
Construction:												
Building (5%) -----	1,280	9,623	-----	—10.0	-----	255,743	-----	—13.3	-----	23.46	24.35	
Street and Highway:												
State -----	4	21,603	-----	—12.3	+40.6	-----	-----	-----	-----	-----	-----	
Municipal -----	14	528	-----	+ 6.0	-----	8,535	-----	+16.9	-----	16.16	14.66	
Contractors -----	40	1,303	-----	+38.6	-----	22,451	-----	+39.8	-----	17.23	17.08	
Other construction -----	81	3,600	-----	— 3.5	-----	82,060	-----	—11.6	-----	22.79	24.87	
Canning and preserving -----	25	2,349	-----	+11.6	-----	34,015	-----	+ 9.9	-----	14.48	14.71	
Crude petroleum producing -----	21	428	-----	+ 6.5	-----	10,353	-----	+ 0.4	-----	24.19	23.65	
Dyeing and cleaning (20%) -----	25	1,199	-----	+ 0.4	-----	23,415	-----	— 3.4	-----	19.53	20.30	
Hotels (12%) -----	188	10,702	-----	— 0.1	-----	145,204	-----	— 3.1	-----	13.57	13.99	
Laundries (20%) -----	47	3,542	-----	— 1.6	-----	57,397	-----	— 3.2	-----	16.20	16.48	
Street railways (55%) -----	5	11,897	70.3	— 1.0	— 9.3	325,900	59.8	—10.1	—25.7	27.40	30.19	
Public utilities (65%) -----	700	53,558	-----	— 0.2	-----	1,562,373	-----	— 2.8	-----	29.17	29.95	
Retail trade (8%) -----	334	26,881	-----	— 0.6	-----	544,416	-----	— 1.7	-----	20.25	20.47	
Wholesale trade (5%) -----	139	3,471	-----	— 1.7	-----	93,766	-----	— 6.7	-----	27.01	28.46	
Total—non-manufacturing (20%) -----	3,479	256,133	-----	— 7.8	-----	5,257,846	-----	—16.1	-----	20.53	22.46	
Total—manufacturing (30%) -----	816	220,627	59.7	— 2.8	—19.9	3,267,733	35.7	— 4.3	—42.0	14.81	15.02	
GRAND TOTAL (20%) -----	4,295	476,760	-----	— 5.6	-----	8,525,579	-----	—11.9	-----	17.88	19.18	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

² Reported by the Anthracite Bureau of Information.

³ Chain index—January, 1929=100.

⁴ Data from Department of Highways' report, July 1, 1932. Not included in totals.

WAGE REDUCTIONS

Wage reductions again loomed important in the payroll reports from manufacturing firms in June when most of the large steel companies in the State announced a second general reduction of wages. The original wage reduction in the steel industry in October, 1931, was a 10 per cent decrease. The second wage reduction in June, 1932, was an additional 15 per cent cut, bringing the total reduction in wage rates for the steel group to 23.5 per cent.

In the 29 months prior to June, 1932, manufacturing firms in Pennsylvania had reported wage reductions averaging 10 per cent affecting the earnings of more than 200,000 workers employed by the 800-odd manufacturing firms reporting to the department. In June, 1931, evidently the second cycle of wage decreases in manufacturing plants began. Sixty-one firms reporting for June announced wage reductions averaging 14 per cent effective for nearly 25,000 employees. More than 80 per cent of these workers were employed in the metal industries. Examination of the records for the last few months discloses that more than 37,000 of the 200,000 workers employed by the 800 manufacturing firms reporting to the department have had to accept a second decrease in wages.

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INDUSTRIAL ACCIDENT TOTAL LOWEST SINCE ENACTMENT OF COMPENSATION LAW

The downward trend in production and employment during the first six months of 1932 has been paralleled by an enormous drop in industrial accidents. Fatal accidents in the industries of Pennsylvania dropped 30.3 per cent and non-fatal injuries declined 23.9 per cent for the first half of 1932 as compared with totals for the corresponding period of 1931. Fatalities for the coal mining and transportation and public utility groups declined approximately 37 per cent, and accidental deaths in the general industrial group, including the construction, manufacturing, quarrying, trade, hotel and restaurant, and miscellaneous industries, decreased 21.2 per cent. Re-

ductions in non-fatal injuries likewise were shown for all major industry groups. The accident figures for the three major divisions of industry for the first six months of 1932 as compared with totals for the first half of 1931 are as follows:

ACCIDENTS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION

INDUSTRY	Six months 1932		Six months 1931		Per cent de- crease in 1932	
	Fatal	Non- fatal	Fatal	Non- fatal	Fatal	Non- fatal
General industrial	275	26,616	349	33,123	-21.2	-19.6
Coal mining	227	13,857	363	20,006	-37.4	-30.7
Transportation and Public utilities	48	1,786	77	2,410	-37.6	-25.9
Total	550	42,259	789	55,539	-30.3	-23.9

INDUSTRIAL CASUALTIES REACH NEW LOW MARK IN JUNE

The monthly industrial accident total declined to a new low level in June. Reports of 84 fatal and 6,256 non-fatal accidents were received at the Bureau of Workmen's Compensation during June as compared with 73 fatal and 6,697 non-fatal accidents reported in May, an increase of 11, or 15 per cent in fatal accidents, but a decrease of 441, or 6.6 per cent in non-fatal accidents. In comparison with accident totals for June, 1931, fatalities in June, 1932, declined 35.4 per cent and non-fatal injuries 29.8 per cent.

FALLS AND AUTOMOBILES KILL MANY WORKERS

Seventeen persons were killed by falling objects during June of whom 13 were employed in or about coal mines, two in manufacturing industries and two in state and municipal work. Falls of persons from buildings, scaffolds, and ladders, and on slippery floors resulted in nine fatal accidents. Motor accidents claimed the lives of 12 workers, four of whom were policemen. A volunteer fireman was fatally injured at a fire when crushed

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ACCIDENTS OCCURRING DURING COURSE OF EMPLOYMENT AS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION DURING JUNE, 1932

CAUSE	TOTAL OF ALL INDUSTRIES		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
TOTAL OF ALL CAUSES	84	6,256	5	675	19	1,837	19	898	12	738	1	86	8	191	2	59	134	2	619	10	567	6	452	
Working machinery and processes	5	473		23	3	340	2	21		25		2		1		1	8		15		5		32	
Boilers and pressure apparatus	2	21		2		7				1			2			1	2				8			
Pumps and prime movers		20		9		3		1											3		3		1	
Transmission apparatus	3	8			3	7																	1	
Elevators and hoists		24				8		3		6		2							2				1	
Cranes and derricks	1	63		19	1	28		4		4		1		1		1					3		2	
Cars and engines	11	322		6	1	15	3	103	2	146		8	5	37					2		2		3	
Motor vehicles	12	389	1	21	1	119		5				4		24		5	1	1	64	4	88	5	58	
Other vehicles	1	40		4	1	15		1		2				1		1			3		7		6	
Hand trucks		59		9		33								2		2			7		3		3	
Water and air craft	1	3							1					2					1					
Handling objects—by hand	3	1,433	1	168	1	429		196		135		27		42		12	36		178	1	103		107	
Hand tools	2	658		61	1	182		98	1	84		15		13		8	13		70		78		36	
Electricity	6	34	1		1	6	1	11	1	13					2	2	1				1			
Explosive substances	5	79		11		9	3	16	1	6		1	1	2			6		8		14		6	
Hot and corrosive substances	2	200		30	1	90		7		7		2		4		1	14	1	13		16		16	
Falling objects	17	687		58	2	99	7	240	6	196		13		6		4	7		23	2	23		18	
Falls of persons	9	1,007	2	140	3	288	1	95		60		9		36		15	34		139	2	112	1	79	
Stepping upon or striking against objects	2	389		79		91	2	52		27		1		9		3	7		63		27		30	
Miscellaneous	2	847		35		68		45		26	1	1		11		8	5		28	1	74		51	

* F.—Fatal. N. F.—Non-fatal.

LEAD HAZARDS STUDIED

By DR. ELIZABETH B. BRICKER

CHIEF, INDUSTRIAL HYGIENE SECTION

During the year 1931 several cases of lead poisoning occurring in the same plant were reported to the Department of Labor and Industry; one a case treated in a general hospital; and two others treated for mental symptoms in one of the State Hospitals for the insane.

Upon a visit to the plant in which these men had been employed it was found that while the cases had occurred in employees of a smelting establishment, there was adjoining this plant an electric storage battery factory in which lead compounds were, of course, freely handled.

The purposes of the visit were to interest the employer in having a study made of the physical condition of his workers and the lead hazard to which they were exposed, and to offer for that study the services of the Department of Labor and Industry. As the problem of lead exposure in industry was being discussed, the operating head of the storage battery company offered access to his plant and to his employees for a comparative study.

At that time the Department did not have among its personnel anyone qualified to make air analyses. It therefore obtained the services of Dr. Henry Field Smyth, Assistant Professor of Industrial Hygiene at the University of Pennsylvania. Dr. Smyth had on a number of occasions previously assisted the Department in field studies of industrial hygiene problems. In this particular study he was responsible for all laboratory work and for a part of the physical examinations of the employees.

The raw material used in the smelting plant is lead-containing scrap and refuse of various kinds, which is received at the plant in drums or loose in box cars. The transporting of this material at the plant involving the loading of barrows by hand and the loosening of old battery plates stuffed tightly into drums carries the possibility of scattering lead-laden dust into the breathing area of the workmen. The fumes arising from the molten lead at high temperatures are another very real hazard.

For a small establishment the storage battery plant is well laid out. In a larger factory the separation of departments and the routing of material would probably be improved upon. In every operation a definite and in most instances an adequate attempt has been made to protect the workers from the absorption of lead. Strong exhaust systems are provided in the most hazardous locations, some of them being particularly ingenious and effective. The plant is cleaned by means of a powerful vacuum cleaner.

In both plants air was sampled at the breathing level of the workers in a number of representative locations and in the areas in which the workers spent most of their time. In one job in the battery plant which is usually considered to be particularly hazardous and in which the man moved back and forth continuously while at work over a distance of fifteen or twenty feet, the sample was taken by carrying the apparatus close to his breathing area during the period of sampling. This method was also employed in the smelting plant when occasion seemed to indicate its desirability.

The samples of air collected were examined in the laboratory for lead content and for number of dust particles present. In all, thirty-seven samples were taken for analysis, ten in the smelting plant and twenty-seven in the battery plant.

The ten samples taken in the smelting plant ranged in lead content from 6.4 milligrams per cubic meter of air to 0.12 milligrams per cubic meter, eight of the ten showing an amount of lead which is decidedly hazardous. The nature of the work of the men employed in this plant compels them to move about, seldom remaining in one location for any great length of time. This would ordinarily be a protection to a man. But the high lead content of the air at so large a number of the points of sampling indicates that the hazard to the workers in this plant is quite continuous wherever they are working.

The amount of lead in the samples taken in the storage battery plant ranged from 2.2 milligrams per cubic meter of air to zero. Of the twenty-seven samples taken in this plant only four contained more than 0.3 milligrams of lead per cubic meter of air, indicating that the effort made by the management in providing equipment to remove lead from the air of the workrooms, or at least to keep it below a toxic concentration, had been fairly successful.

In the two plants forty-four men were examined, seven of them being employed in the smelter. The examination included a thorough inquiry into their past history, with special reference to their length of exposures to lead in their present and in their past occupations; their previous illnesses; and their chief complaint, if any, at the time of the examination.

The physical examination proper comprised inspection for lead line on the gums and any other abnormality of mouth or throat; examination of the heart and lungs; observation of knee jerks, grip, and blood pressure; examination of the blood embracing an estimation of the percentage of hemoglobin, the number of red and of white cells, a differential white cell count, and abnormalities in the red cells, including stippling; the examination of a twenty-four hour specimen of urine which, in addition to the routine tests usually made, included a qualitative and a quantitative analysis for lead.

No cases of marked lead poisoning were found. A number of the men however showed one or more definite signs of lead absorption. As might be expected from the reports of the air analysis, these were found most uniformly among the smelters. Five of the seven men examined in that group showed definite signs of changes caused by lead and, in addition, one other man, who had been working only three weeks but who had had an attack of lead poisoning several years previously, showed blood changes indicating probable lead absorption.

Among the workers in the battery plant signs of lead absorption were less frequent. This is not surprising when the reports of air analyses with their low lead content as found in this plant are studied. These signs of lead absorption were almost entirely confined to the group of men engaged in the pasting of plates. While pasting has long been considered a hazardous process in the storage battery industry the findings in these workers are rather surprising when correlated with the air analyses in that department. For of seven samples from the air in the pasting room, two showed no lead present, and the greatest amount found at any one point was .22 milligrams per cubic meter.

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FAKE INSURANCE

"Does your insurance meet the requirements of the State Workmen's Compensation Law?" is the question the Bureau of Workmen's Compensation is asking of Pennsylvania employers.

The case of an insurance agent who misrepresented the policy which he sold to an employer as Workmen's Compensation Insurance, prompts the question. In this case, the employer, who runs a trucking service in Lancaster County, had previously not been covered by insurance when one of his employees suffered an accident resulting in the loss of one arm. This was in 1929. Referee Lutz, of the Workmen's Compensation Board, awarded compensation amounting to \$9.75 a week for 215 weeks, or a total of \$2,096.25.

In the absence of an insurance carrier, the employer was personally liable for the claim and is still making payments. This experience convinced the employer that he could not afford to continue in business without the protection of Workmen's Compensation Insurance. Unfortunately, the employer made application to an agent who, either innocently or deliberately, sold him sickness and accident policies with the assurance that they met the requirements of the State Workmen's Insurance Law.

This misrepresentation was discovered only when a fatal accident happened to one of the workers. Fortunately for the employer, the fatality occurred to a single man with no dependents. The only liability was that of medical, surgical, and hospital expenses and \$150 toward the funeral expenses. If it had happened to a man with a family of small children, the employer would have been liable for thousands of dollars payable until each child had reached the age of sixteen.

The Department of Labor and Industry has been conducting a vigorous campaign to have every employer in the State covered by Workmen's Compensation Insurance. More than 5400 new policies have been taken out since January 1, 1932. In some cases prosecutions were necessary, but in most cases employers have realized that it is less costly to comply with the law than to risk a serious accident without the protection of Workmen's Compensation Insurance. It is indeed reprehensible when, as in the case cited above, an employer desires to meet the requirements of the law an insurance agent would sell him sickness and accident insurance under the guise of compensation insurance. Employers would do well to check up on policies if they have any question about them, before a serious accident places them in a similar predicament.

EMPLOYMENT EFFORTS

An average of 874 applications from unemployed persons was received at the fourteen District Employment Offices of the Bureau of Employment during July for each one hundred job opportunities available at the District Offices. That ratio is more than double the same record for July, 1931, when the average showed 430 applications for each one hundred available jobs.

In spite of a decrease in industrial employment opportunities, active solicitation for casual jobs and cooperation by the staffs of the fourteen Employment Offices with committees and organizations in their communities in "made work" campaigns resulted in the obtaining of some measure of work for 2,188 applicants in July, 1932, as compared with 2,078 in the same month of 1931.

During the first seven months of 1932, the Bureau of Employment found jobs for 19,115 applicants, an increase of 198 over the same period of the previous year.

The demands upon the District Offices of the Bureau of Employment have so increased during the present year that employers are urged to make use of the Bureau's offices in obtaining employees for any type of employment varying from casual household work to jobs of a skilled or highly technical character.

The District Employment Offices have been shown to fill a definite need, particularly during the present period of unusual industrial conditions, and have aided and are aiding, constantly, unemployed persons to find some measure of work relief. Employment Offices are maintained in the following cities: Allentown, Altoona, Erie, Harrisburg, Johnstown, Lancaster, New Castle, Oil City, Philadelphia, Pittsburgh, Reading, Scranton, Wilkes-Barre, and Williamsport.

In addition to the regular operation of District Employment Offices, the Bureau of Employment has supervised the registration of more than 30,000 applicants for employment at the emergency highway camps and at the site of Pymatuning Dam and selected from those registrations the most needy applicants with dependents for employment at the camps on a work rotation basis for greatest distribution of employment opportunities.

Supervision of the licensing, bonding and operation of the private fee-charging employment agents in Pennsylvania is also under jurisdiction of the Bureau of Employment. During the first half of the present fiscal biennium ending May 31, 1932, the Bureau of Employment collected in such license fees \$18,700, an amount almost double the cost of supervision of the fee-charging agents. During the first seven months of 1932, investigators of the Bureau of Employment made 1,695 inspection visits, investigating 83 special complaints, and recovered in fees for applicants at the private agencies \$337.83. There were on July 1, 1932, 157 private employment agents' licenses in effect throughout the Commonwealth. Of that number, seven agents had voluntarily discontinued business, leaving 150 in active operation.

INDUSTRIAL BOARD

The following rules and interpretations were approved by the Industrial Board at a meeting held June 8, 1932:

Rules

Regulations for Elevators:

1. Amendment to Rule 242 (a) for insertion in present rule immediately after the sentence requiring power door operators to be approved:

"Where vertical doors are operated by independent power, they may be opened automatically but shall be closed either manually or by constant pressure push buttons. The speed of such doors shall not exceed one foot per second and the drive shall be of a type that will permit easy arrest of the progress of the doors in the event of contact with any obstruction."

Interpretations

Regulations for Elevators:

1. Interpretation of Rule 246.

"It is the intent of Rule 246 that substantial car gates extending from the floor to a height of at least six feet are required for freight elevators."

Regulations for Protection from Fire and Panic:

1. Interpretation of Rule 313 (b).

"Where a vestibule constructed of fire-resistive materials with self-closing fire-resisting doors is placed about an exit leading from a garage to the exits from other parts of the building, the intent of Rule 313 (b) is complied with."

REDUCING THE HAZARDS OF EMPLOYMENT FOR BOYS IN THE COAL MINING INDUSTRY

Prepared by BUREAU OF WOMEN AND CHILDREN

BEATRICE MCCONNELL, DIRECTOR

Coal mining is an extremely hazardous industry, more hazardous than other types of mining, more hazardous indeed than any other major industry in the United States, according to the National Safety Council statistics for 27 major industries in the United States for 1929¹. Accidents in the mining industry as a whole, for the year 1929, were half again as frequently reported per man-hour exposure as for any other one industry, and three times as frequently reported as for all industries combined.¹ High as the frequency rate was in the mining industry the severity rate was even higher, being four and one-half times as high as for all other industries included in the report.¹ Statistics available from the Pennsylvania Department of Mines and the Department of Labor and Industry indicate that in Pennsylvania there are five times as many accidents per man-hour exposure for the coal mining industry as for a representative group of manufacturing industries combined, i. e., a rate of 90.8 for coal mining² as compared to 18.5 for manufacturing industries as a whole.³

The hazard of the coal mining industry in general has long been a matter of common knowledge, but little has been known of the relative hazard of specific types of work in mining and even less of the extent to which boys under 18 working in coal mines have been subject to such hazards.

The enactment of the amendment to the Workmen's Compensation Law in 1930, which provides for the payment of double compensation to illegally employed minors, brought to the Department of Labor and Industry numerous inquiries from coal operators as to the legality of certain types of work for boys under 18 years of age. In some instances the uncertainty as to the legality of the employment of boys at mining operations resulted in the wholesale dismissal of all boys under 18 from work in the mines.

The Bureau of Women and Children, therefore, undertook a study of the employment of boys in coal mines. The purpose of the study was to ascertain what types of work were carried on by boys under 18 years of age and to determine if possible the relative hazard of these occupations. It was felt that the findings of such a study would be of real value both to the Department of Labor and Industry in its program for the protection of youthful workers and to the industry itself in establishing a standard as to occupations which might legally and with relative safety be carried on by boys.

An analysis of the reports of all accidents for boys under 18 years of age in the coal mining industry in 1930 was made. Anthracite and bituminous mines were visited by representatives of the Bureau of Women and Children to observe such operations as might be seen without violating the safety rules of the mines. An attempt was made to analyze the nature of work and the relative hazard of all operations in coal mining at which minors under 18 were engaged. Since the inspection and supervision of coal mines in Pennsylvania comes under the jurisdiction of the Department of Mines, the study has

been made in close cooperation with that Department, and the presentation of much of the material regarding types of work and relative hazard has been possible only through its very generous and interested assistance.

Accidents to Boys in Coal Mines

In 1930 there were 739 accidents reported for boys under 18 years of age in the coal mining industry. According to the Department of Mines' estimate of the number of boys under 18 employed in the coal mining industry in 1930, one out of every seven of the boys employed met with an accident during the year. More boys were injured in the bituminous industry than in the anthracite, but in both branches of the industry the accidents occurring at inside work exceeded those at outside work. Only a little more than one-half the boys employed in the coal mining industry worked underground yet nearly three quarters of the accidents occurred inside the mine.

In the bituminous industry the accident ratio was higher for boys under 18 than for all workers. In the anthracite industry the accident rate was higher for all workers than for boys. This difference in accident ratio for boys in the anthracite and in the bituminous industry is explained to some extent by the fact that the anthracite industry over a period of years has been refusing to employ boys at many of the more hazardous types of work.

Table I Number of Workers Employed and Number and Proportion Injured in the Coal Mining Industry in 1930.

Industry	No. employed	No. injured ⁶	Prop. injured
<i>Anthracite</i>			
All workers	151,171 ⁴	26,036	17.2
Boys under 18	2,822 ⁵	276	9.8
<i>Bituminous</i>			
All workers	133,703 ⁴	19,781	14.8
Boys under 18	2,465 ⁵	463	18.8

⁴ Reports of Pennsylvania Department of Mines.

⁵ Estimates of Pennsylvania Department of Mines.

⁶ Reports Pennsylvania Department of Labor and Industry.

Severity of Injury

Of all coal mining accidents to boys under 18 years of age, one in every five resulted in severe injury; *severe* as used in this connection meaning lost time of 30 days or more, permanent disability, or fatality. Of the boys injured in 1930, five were killed, 11 suffered permanent disabilities, and 122 were temporarily disabled for one month or more. All but one of the fatal accidents occurred inside the mine.

The severity of the injuries was greater for accidents reported in the bituminous industry than for those in the anthracite industry. About 23 per cent of the accidents inside bituminous mines resulted in severe injuries as compared to 16 per cent in anthracite mines. Of the accidents occurring outside the mines, the proportion resulting in severe injury was approximately twice as great in the bituminous industry as in the anthracite industry.

¹ Industrial Accident Statistics, National Safety Council, 1930 Edition, pp. 6 and 47.

² The rate for coal mining is estimated from Pennsylvania Department of Mines statistics on man-days exposure by assuming an average of

an eight hour work day. The scheduled hours in the industry are almost exclusively eight hours a day.

³ Accident Frequency in Pennsylvania Manufacturing Plants Decreases in 1930, (332 plants reporting), Labor and Industry, October 1931, p. 19.

TABLE II. ACCIDENTS TO MINORS UNDER 18 IN COAL MINES IN 1930, BY TYPE OF WORK AND EXTENT OF DISABILITY

Type of work	Total accidents*		Extent of disability					
			Anthracite mines			Bituminous mines		
			All accidents	Accidents resulting in fatality, permanent disability or lost time of one month or more	Accidents resulting in lost time of less than one month	All accidents	Accidents resulting in fatality, permanent disability or lost time of one month or more	Accidents resulting in lost time of less than one month
	Number	Per cent						
Inside work -----	534	100.0	163	26	137	371	87	284
Car handling -----	226	42.3	102	19	83	124	41	83
Door tending -----	24	4.5	24	2	22	-----	-----	-----
Mining -----	214	40.1	16	3	13	198	39	159
Work about tracks and cars not otherwise classified -----	47	8.8	14	2	12	33	6	27
Miscellaneous -----	23	4.3	7	-----	7	16	1	15
Outside work -----	185	100.0	107	10	97	78	15	63
Car handling -----	48	26.0	16	2	14	32	8	24
Slate picking -----	66	35.7	53	3	50	13	1	12
Work about tracks and cars not otherwise classified -----	11	5.9	4	1	3	7	1	6
Miscellaneous -----	60	32.4	34	4	30	26	5	21

* The records for 20 cases could not be located; the base of this table, therefore, is 719 instead of 739.

The severity of the injuries resulting from coal mining accidents varied greatly according to the type of work. The most severe injuries from accidents both inside and outside the mines were to boys engaged in car handling. One in every four of the car handling accidents occurring inside the mine resulted in fatality, permanent disability or lost time of one month or more. In the mining and loading of coal one in five of the accidents resulted in severe injury.

NATURE AND HAZARDS OF WORK IN COAL MINES

A knowledge of the nature and hazard of the types of work carried on by boys in coal mines is essential if the hazard for the youthful worker is to be distinguished from the hazard of the industry as a whole. The following discussion of the nature and hazard of the most common operations in the coal mining industry, particularly as they apply to the work of boys, is offered as a general background for the more detailed description of specific types of work and the analysis of the relative hazard for minors in such work, which is presented in chart I, "Types of Work and Number and Severity of Accidents Reported for Minors under 18 Years of Age in the Coal Mining Industry in Pennsylvania in 1930."

The accident hazards in and about coal mines are legion, but two general hazards stand out above all others; mine car accidents and falls of rock and coal. There were more accidents reported in 1930 for boys engaged in car handling inside the mines than at any other type of work. Car handling is heavy work and involves great danger of strain in addition to the more obvious accident hazards connected with moving mine cars. Car handling accidents, particularly those occurring inside the mine, are likely to have serious results. More than one-fourth of the car handling accidents reported for boys inside the mine resulted in either permanent partial disability or in loss of time of one month or more. In spragging, one of the types of work considered under car handling, more than one out of every two of the injuries were severe ones. The variety of work done by car handlers and other haulage workers includes driving mules, pushing and moving cars by hand, retracking cars which become derailed, spragging cars, coupling cars, roping pulleys, throwing switches, and door tending. The driving of

mules or horses which haul the mine cars, where electric power is not used for hauling, is one of the most common car handling occupations for boys and one in which a large variety of car handling operations are done. Spragging, one of the most hazardous types of work, is a method of retarding or stopping cars by which a wooden sprag is thrust between the spokes of the wheel. The chief hazard in spragging is having the fingers caught between the sprag and the car frame or between the sprag and the ground with the possible result of an amputated finger.

In the mining and loading of coal a frequent cause of accident to the coal miner is the fall of rock or coal. In 1930 nearly one-third of the accidents reported for the coal mining industry as a whole were caused by falls of material. This hazard applies particularly to the workers digging and loading coal in the working rooms, or chambers as they are called in anthracite mines. The work of the miner is to blow down the coal with explosives, to load it into mine cars, to timber the working room and to lay tracks in the room. In most bituminous mines cutting machines are used to cut underneath the vein of coal which simplifies the work of blowing down the coal with explosives. In a few mines mechanical loading devices are used which scoop up the coal.

The report of an accident to a 17 year old boy who was loading coal illustrates how the worker may be injured by a fall of material from the roof of the mine. While this boy was loading coal, some slate fell from the roof and caught him. The boy's "buddy" heard it cracking and told the boy to get to the rib, or wall of the mine, but in his excitement the boy jumped in the wrong direction. The result was a broken leg and five months lost time from work. Such falls may cause fatal accidents. Two 17 year old boys were killed in this manner in 1930 by having their heads crushed. The mining and loading of coal also involves some haulage work in getting the loaded cars to a main haulage way. Sometimes this means pushing the cars by hand, sometimes dropping them down the chamber road, sometimes, where the haul is up grade, using a room hoist, i. e., a motor-driven rope drive. Miners are thus subject to the hazards of handling mine cars. One accident was reported to a boy of 16 who had both legs broken when he was run over by a loaded car that he was running into the main haulage way.

The work of an experienced miner is seldom if ever done by boys under 18; but commonly in bituminous mines, and occasionally in anthracite mines, a boy under 18 will work with an experienced miner. Probably more boys under 18 are engaged in helping to mine and load coal than in any other one type of work in the mining industry. One of the largest bituminous companies reported recently that 95 per cent of the boys under 18 employed in their mining operations were engaged in helping to mine and load coal. Although mining and loading coal were more common types of work for boys than car handling operations, the number of accidents reported in 1930 for boys engaged at mining and loading coal was less than the number reported for those handling mine cars.

In coal mines, doors across the haulage ways are necessary to direct the air currents for proper ventilation. Door tending, which consists of opening and closing the door for the mine cars to pass, is a job commonly held by boys. The door tender, however, may at times leave his post and help with handling the cars and thereby suffer severe injury. One door boy of 17, in attempting to couple two loaded mine cars, had his right arm caught between the bumpers of the cars crushing his arm between the wrist and elbow. This boy was totally disabled for work for 22 weeks. Automatic coupling equipment which reduces the hazard of car coupling to a great degree, is found only in a few of the larger mines. The actual work of door tending, however, is light work compared to the strain of certain jobs of handling loaded cars. Car handling accidents in which door boys were injured were most frequently the result of the worker being caught between the mine car and the rib of the narrow passage way, being run over by cars, or being squeezed between cars.

Work outside a coal mine includes weighing the coal, grading it for size, removing waste, handling mine cars, and miscellaneous maintenance work. Slate picking, more of which is done at anthracite than at bituminous mines, is the most common work for boys outside the mines. Sometimes slate picking is done at moving pick tables, but more frequently from chutes over which the slate pickers sit on benches. Slate picking is about as light and involves as little danger as any work about the mines; but the constant bending and stretching and the dust laden atmosphere in which the work is done make it a trying job. The chief injuries to slate pickers are cuts which, because of the dirt and dust, run more than the ordinary risk of becoming infected. A more dangerous outside job, occasionally done where bituminous coal is graded, is that of standing directly on the perforated shaker screens as they jerk back and forth, kicking the coal to prevent its becoming lodged in the perforations of the screen.

THE RELATIVE HAZARD OF TYPES OF WORK CARRIED ON BY BOYS IN COAL MINES

Since the fundamental purpose of this study was to determine if possible the relative hazard of the various types of work carried on by boys in coal mines, a comprehensive occupational classification was worked out showing the nature of work involved in each operation.

The analysis was made of "types of work" rather than of so-called "occupations" since a single occupation often included several types of work involving various degrees of hazard. The chart, "Types of Work and Number and Severity of Accidents Reported for Minors under 18 years of Age in the Coal Mining Industry in Pennsyl-

vania in 1930," describes briefly the types of work carried on in mining operations and shows the severity of injury incurred by boys under 18 years of age according to the type of work in which they were engaged when injured.

REDUCING THE HAZARD OF EMPLOYMENT FOR BOYS IN COAL MINING

Since the findings of this study emphasized the extreme hazard of certain types of work for boys in coal mines, the limitation of the employment of boys under 18 years of age in specific types of work was taken under advisement by the Industrial Board of the Department of Labor and Industry, under the authority granted by Section 5 of the Child Labor Law.

Representative employers in both the anthracite and the bituminous fields were consulted by the Bureau of Women and Children regarding the proposed regulation. Conferences were held with the district presidents of the United Mine Workers from both the anthracite and bituminous branches of the industry. The recommendations for the regulation of the employment of minors under 18 years of age as presented to the Industrial Board by the Bureau of Women and Children was based, therefore, on the findings of the Bureau's study supplemented by the opinions and advice gathered from the employers and the workers in the industry. After due consideration the Board approved Rule M-38 which prohibits the employment of boys under 18 years of age at certain of the most hazardous types of work.* Car handling, for example, which was the cause of more than one-third of all accidents reported to boys under 18 in the coal mining industry in 1930, is no longer a legal occupation inside the mines for a boy under 18 years of age. The operation of cutting machines and other mining machinery is also prohibited.

In taking this action it was the intent of the Department of Labor and Industry to protect the young worker from undue accident hazard, as provided by the Child Labor Law, but at the same time to leave open such types of employment as may be carried on with a reasonable degree of safety. It is believed that the restriction of employment as provided in Rule M-38 will have this result. The prohibitions affecting the unduly hazardous types of work should reduce the accident ratio for minors in the coal mining industry to a marked degree. At the same time this regulation has by no means closed the avenues of employment for boys in the coal mining industry. Boys 16 and 17 years of age are still permitted to mine and load coal in bituminous mines under the supervision of an experienced miner, the occupation at which the greatest number of boys normally are employed in the bituminous coal mining industry. Door tending and slate picking, two of the most common occupations for boys in the anthracite industry, are also open to 16 and 17 year old boys.

The adoption of this regulation, forward looking as it is, is after all but one step in the movement for greater protection of boys in coal mines. In the enforcement of the provisions of this rule the Department of Mines has promised its hearty cooperation. The Bureau of Women and Children will continue to analyze the reports of accidents incurred by boys under 18 years of age in coal mines, thus making possible a gauge of the effectiveness of the Department's effort to reduce the accident hazard for boys in coal mines. A special educational campaign

(Continued on Page 15)

*Rule M-38 will be found in the report of the Industrial Board, page 7 of the July issue of the Monthly Bulletin.

CHART I. TYPES OF WORK AND NUMBER AND SEVERITY OF ACCIDENTS REPORTED FOR MINORS UNDER 18 YEARS OF AGE IN THE COAL MINING INDUSTRY IN PENNSYLVANIA IN 1930

Types of work	Description of work	Number of accidents reported	Proportion of accidents resulting in fatality, permanent disability or lost time of one month or more
Inside work			
Car handling Blocking	The process of braking mine cars by inserting wooden blocks in front of the wheels of the cars	1 Anthracite 1 Bituminous	-----
Coupling and uncoupling	Coupling and uncoupling cars by hand	14 Anthracite 9 Bituminous	1 in 3 1 in 3
Driving mules	Driving mules in the hauling of mine cars	58 Anthracite 2 Bituminous	1 in 8 -----
Dropping or running cars	Taking cars down a gravity haul without the use of power; involves pushing and braking cars	1 Anthracite 11 Bituminous	All 1 in 5
Greasing cars	Lubricating mine cars	-- Anthracite -- Bituminous	-----
Moving cars by room hoist	Operating a motor driven hoist, or handling the tow rope used in hoisting, which draws cars from the face to a main passageway	12 Bituminous	1 in 2
Pushing or moving cars by hand	Pushing, pulling or lifting mine cars by man power	3 Anthracite 57 Bituminous	2 in 3 1 in 3
Retracking cars	Setting a derailed mine car onto a track, usually with the aid of levers	10 Anthracite 19 Bituminous	----- 1 in 3
Rope riding	Riding on loaded mine cars which are hauled up inclines by ropes	-- Anthracite -- Bituminous	-----
Spragging	Braking cars by thrusting a wooden wedge or sprag between the spokes of a wheel	8 Anthracite 3 Bituminous	1 in 2 2 in 3
Work as brakeman or snapper	Assisting motorman, coupling and uncoupling, throwing switches, etc.	*	*
Work as footman	Dropping cars into cages to be hoisted to the surface	*	*
Work as motorman	Operating electric mine locomotive	-- Anthracite -- Bituminous	-----
Car handling not specified	Includes types of car handling which are specified elsewhere, where the accident report was incomplete	7 Anthracite 10 Bituminous	1 in 7 1 in 3
Cleaning tracks	Cleaning away coal and debris from tracks	-- Anthracite -- Bituminous	-----
Door tending	Opening and closing doors in passage ways to let men or cars pass	24 Anthracite -- Bituminous	1 in 12 -----
General laboring and errands	Odd jobs not pertaining directly to coal mining processes	4 Anthracite 9 Bituminous	-----
Handling explosives	Working with black powder, dynamite or other explosives	1 Anthracite 5 Bituminous	----- 1 in 5
Loading	Loading coal into mine cars after it has been blown down by explosives	13 Anthracite 160 Bituminous	1 in 6 1 in 6
Mining	Drilling and shooting down coal from the veins	-- Anthracite	-----
Oiling machinery		-- Anthracite 1 Bituminous	-----
Operating or tending cutting machines	Work as operator or helper about machines undercutting coal in the veins	-- Anthracite 7 Bituminous	-----
Operating or tending mechanical mining devices	Work in connection with scrapers, which scoop coal, or with other mining machinery	*	*
Pick mining	Drilling, cutting and loading coal by hand without the use of cutting machines	13 Bituminous	1 in 3
Repairing and laying tracks		2 Anthracite 15 Bituminous	----- 1 in 7

Riding on loaded cars	Riding on loaded mine cars		
Riding on loaded cars	Riding on loaded mine cars	2 Anthracite 2 Bituminous	----- All
Roping pulleys or drums	Replacing loosened rope on pulleys or drums used in moving mine cars on a slope or inclined plane	2 Anthracite -- Bituminous	----- -----
Timbering	Setting up props and beams which hold roof and walls in place	2 Anthracite 13 Bituminous	1 in 2 1 in 3
Throwing switches	Throwing switches in tracks for mine cars	4 Anthracite 2 Bituminous	1 in 4 -----
Work about tracks and cars not otherwise specified	Riding on empty mine cars, getting on or off cars, or walking on or along tracks	4 Anthracite 14 Bituminous	1 in 4 1 in 7
Work as bratticeman	Building walls and partitions for properly directing the ventilating current	-- Anthracite -- Bituminous	----- -----
Work as electrician or electrician's helper		-- Anthracite -- Bituminous	----- -----
Work as fire boss	Inspecting for proper ventilation and safe working conditions of mine	-- Anthracite -- Bituminous	----- -----
Work as pipeman	Laying or repairing pipe for handling compressed air, steam or water	-- Anthracite -- Bituminous	----- -----
Work as pumpman	Operating or repairing pumping machinery	-- Anthracite 1 Bituminous	----- All
Work as rockman	Removing rock from passageways	-- Anthracite -- Bituminous	----- -----
Miscellaneous	Waiting in mine, eating lunch and includes accidents with no report on type of work	3 Anthracite 5 Bituminous	----- -----
Outside work			
Car handling Coupling and uncoupling	Coupling and uncoupling mine cars by hand	6 Anthracite 8 Bituminous	1 in 6 1 in 3
Greasing cars	Lubricating mine cars	-- Anthracite 1 Bituminous	----- -----
Pushing and moving cars by hand	Pushing, pulling or lifting mine cars by man power	1 Anthracite 10 Bituminous	----- 1 in 5
Retracking cars	Setting a derailed mine car onto a track, usually with the aid of levers	-- Anthracite 2 Bituminous	----- -----
Rope riding	Riding on loaded mine cars which are being hauled up inclines by ropes	-- Anthracite -- Bituminous	----- -----
Spragging cars	Braking cars by thrusting a wooden wedge or sprag between the spokes of a wheel	2 Anthracite 1 Bituminous	1 in 2 All
Work as brakeman or snapper	Assisting motorman by coupling and uncoupling, throwing switches, etc.	*	
Work as motorman	Operating electric mine locomotive	-- Anthracite -- Bituminous	----- -----
Work as topman	Taking mine cars from cages at top of shaft	-- Anthracite -- Bituminous	----- -----
Car handling, not specified	Includes types of car handling, which are specified elsewhere, where the accident report was incomplete	6 Anthracite 9 Bituminous	----- 1 in 4
Chipping bone	Breaking good coal from coal containing an excess of impurities; done in connection with slate picking	2 Anthracite -- Bituminous	1 in 2 -----
Chute tending	Tending chutes used in grading coal and in slate picking	2 Anthracite -- Bituminous	1 in 2 -----
Cleaning track	Clearing away coal and debris from tracks	-- Anthracite 1 Bituminous	----- -----
Driving mules		1 Anthracite 1 Bituminous	----- -----
Dropping cars	Taking cars down a gravity road bed; involves pushing and braking cars	-- Anthracite 1 Bituminous	----- -----

CHART I. TYPES OF WORK AND NUMBER AND SEVERITY OF ACCIDENTS REPORTED FOR MINORS UNDER 18 YEARS OF AGE IN THE COAL MINING INDUSTRY IN PENNSYLVANIA IN 1930

Types of work	Description of work	Number of accident's reported	Proportion of accidents resulting in fatality, permanent disability or lost time of one month or more
Electric welding		1 Anthracite -- Bituminous	----- -----
General laboring and errands	Odd jobs not pertaining directly to coal mining processes	18 Anthracite 19 Bituminous	1 in 10 1 in 9
Miscellaneous	Walking in or near the breaker, waiting, and includes accidents with no report on type of work	10 Anthracite 2 Bituminous	----- 1 in 2
Moving shaker screens	Installing or removing metal screens used in grading coal	-- Anthracite 1 Bituminous	----- -----
Oiling machinery		1 Anthracite -- Bituminous	All -----
Picking checks	Removing miners' identification checks from cars at scales	-- Anthracite 1 Bituminous	----- -----
Repairing or laying track		1 Anthracite 1 Bituminous	----- -----
Rock dumping or loading	Handling rock or slate	-- Anthracite 1 Bituminous	----- -----
Roping pulleys or drums	Replacing loosened rope on pulleys or drums used in hauling mine cars on a slope or inclined plane	2 Anthracite -- Bituminous	----- -----
Sand drying	Preparing sand used by mine cars; tending ovens	-- Anthracite -- Bituminous	----- -----
Shovelling coal		2 Anthracite -- Bituminous	----- -----
Slate picking	Picking slate and other foreign materials from coal as it travels down a chute or over a moving pick table	50 Anthracite 13 Bituminous	1 in 25 1 in 13
Standing on shaker screen	Standing on moving shaker screens which are used to grade coal; kicking lumps of coal to prevent clogging	-- Bituminous	-----
Work about tracks and cars not otherwise specified	Riding on empty mine cars or walking on or along tracks	1 Anthracite 4 Bituminous	All 1 in 4
Work as blacksmith or blacksmith's helper		-- Anthracite -- Bituminous	----- -----
Work as carpenter or carpenter's helper		-- Anthracite -- Bituminous	----- -----
Work as engineer	Operating hoisting machinery	-- Anthracite -- Bituminous	----- -----
Work as fireman		-- Anthracite -- Bituminous	----- -----
Work as machinist or machinist's helper		-- Anthracite -- Bituminous	----- -----
Work at jigs	Tending jig tables which wash slate from smaller grades of coal	1 Anthracite	-----
Work at loader boom	Handling the chute used to fill railroad cars from tippie or breaker	-- Anthracite 2 Bituminous	----- All
Work in office		-- Anthracite -- Bituminous	----- -----

* Statistics were not analyzed according to this occupational classification.

COAL HAZARDS

(Continued from Page 11)

is being planned by the Department of Mines to acquaint all mine operators with the provisions of the regulations, since failure to comply with the legal requirements for the employment of boys under 18 years of age renders the employer liable for the payment of double compensation in case of injury to a minor thus illegally employed.

Rule M-38, setting forth specifically such occupations in the coal mining industry as are prohibited to minors under 18 years of age, should remove the uncertainty which has existed in the minds of both workers and operators as to the legality of work in coal mines for boys. Its adoption will be recognized generally as a forward step in the State's program for the protection of the young worker.

INDUSTRIAL BOARD

The following rules and regulations were approved by the Industrial Board at a meeting held July 12, 1932:

Regulations for Construction, Installation and Maintenance of Emergency Lighting Systems:

1. Amendment to Rule 1, paragraph (b)-4 with changes as underlined:

"The emergency source of illumination in the following classes of buildings, may consist of one approved type of portable storage battery unit with spot or flood lights connected thereto, provided emergency illumination as required by the regulations can be secured:

Grange halls, one story dance halls, or other one story places of public assembly when; (1) of not more than eight-hundred (800) square feet of floor area used for assembled seating, (2) of not more than twenty-four hundred (2400) square feet of floor area when there is no assembled seating, (3) or when specifically permitted by ruling of the Industrial Board, provided, that where these buildings are used not more than once a month, an ordinary type of storage battery with spot or flood lights directly connected thereto may be used in lieu of the approved portable unit. In this case the spot or flood light shall be kept burning at all times when the building is used as a place of public assembly.

Auditoriums of schools and colleges having a capacity of not more than two hundred and fifty (250) persons, and used on an average of not more than once every month.

Summer resort theatres or motion picture theatres having a capacity of not more than two hundred and fifty (250) persons and used not more than once a week during the summer season.

It shall be the duty of the owners of the building to check the condition of the battery before the auditorium is used to insure that the system is in proper working condition and that the battery is fully charged.

In no case shall more than three (3) lamps be supplied from one battery unit. Wire shall be not less than No. 10 B and S gauge."

The following devices were approved:

COMPANY	DEVICE
Structural Gypsum Corporation, Linden, N. J.	Gypsteel precast gypsum floor
Oliver Machinery Company, New York City.	Oliver Combination Saw Guard Number 32
Continental Engineering Corporation, Lakewood, Ohio.	Portable storage battery unit for emergency lighting, Model "A".
Babcock & Wilcox Company, Philadelphia, Pa.	Type 105-B boiler door latch for double fire doors on existing boilers
Allentown State Hospital, Allentown, Pa.	Type 149-A boiler door latch
American Steel and Wire Company, Allentown, Pa.	Type 150-A boiler door latch
Pittsburgh Spring and Steel Company, Pittsburgh, Pa.	Type 151-A boiler door latch
Rosedale Foundry and Machine Company, Pittsburgh, Pa.	Type 124-E boiler door latch

American Sheet and Tin Plate Company, Pittsburgh, Pa.
Holtzer-Cabot Electric Company, Philadelphia, Pa.
Chandler and Price Company, Cleveland, Ohio.
Baltimore and Ohio Railroad Company, Baltimore, Md.
Holmes Projector Company, Chicago, Ill.

Type 140-B boiler door latch
Types CGS and AI fire alarm systems
Platen guard for Chandler and Price power presses
Type 152-A boiler door latch
Holmes type "A" sound on film portable projector

The following devices were approved:

Company	Device
The Pennsylvania Railroad, Altoona, Pa.	Types 144-A, 144-B, 144-C, and 144-D Boiler Door Latches.
Electric Research Products, Inc., New York City.	Western Electric Reproducer Motion Picture Projection Equipment 202 and TA-4050.
Ajax Building Bracket Company, Cleveland Heights, Ohio.	Ajax Roofing Bracket.
Keasbey and Mattison Company, Ambler, Pa.	Portable Motion Picture Booth.
Mahoney Chair Company, Gardner, Mass.	Seat Fastening Device.
Phoenix Iron Company, Phoenixville, Pa.	Type 145-A Boiler Door Latch.
Firth-Sterling Steel Company, McKeesport, Pa.	Type 146-A Boiler Door Latch.
Pennsylvania Rubber Company, Jeannette, Pa.	Type 147-A Boiler Door Latch.
National Tube Company, McKeesport, Pa.	Type 148-A Boiler Door Latches for Fire Doors. Type 148-B Boiler Door Latch for Back Doors. Type 148-C Boiler Door Latch for Side Doors. Type 148-D Boiler Door Latch for Observation Doors.

LEAD HAZARDS

(Continued from Page 7)

The results of this study simply add weight to the contention that even with apparently excellent exhaust equipment and air analyses indicating minimum amounts of lead present in the air of workrooms, the only really safe method to be pursued in guarding the health of persons exposed to lead is to have adequate medical supervision with frequent physical examinations in order to detect early signs of lead absorption.

CASUAL JOBS

The recent campaigns throughout the State to "Give-A-Man-A-Job" have resulted in a flood of inquiries to the Department of Labor and Industry concerning workmen's compensation liability. Many householders hesitate to give an odd job to a man out of work, under the impression that they will be liable for compensation in case he meets with an injury on the job.

The three types of employment which are not subject to the workmen's compensation law, are domestic service, farming and employments which are casual and not in the course of any business.

Domestic service includes any employment in connection with a private home, or estate, such as that of housemaids, butlers, gardeners or private chauffeurs, but does not include employment in hotels, restaurants or other business establishments.

Agricultural employment is excluded where farming is the principal operation. When a farmer engages in other industrial pursuits his employes are entitled to compensation in case of injury. An example of this is the case of a farmer who contracted to do some logging in

connection with a lumber operation. A man he employed to assist him sustained injuries resulting in death. Compensation was awarded and the award sustained by the Supreme Court, which held that the employment was not in connection with farming operations and therefore came within the class covered by the compensation law.

By far the greatest number of inquiries recently received by the Department come from persons within the third group, in which the employment is casual and not in the regular course of any business. Many of these involve work for the unemployed. For example, a man who owns his home wants to have his buildings repaired or painted. He sees an opportunity to aid a neighbor who is temporarily out of work. He wants to know if he will be liable for compensation in case of accident to this man if he employs him by the day or by the hour. The answer is "No," because the employment is casual and not in connection with any business. The case of an individual who makes a business of owning, maintaining and renting property for profit is another story. Such an individual is engaged in business and must therefore be insured.

There are border line cases which require a judicial interpretation to determine whether or not they come within the scope of the law. The Bureau of Workmen's Compensation recommends that where there is any question whatsoever concerning liability for compensation, a letter of inquiry be directed to the Department of Labor and Industry, Harrisburg, Pennsylvania.

BLOOD POISONING

The Bureau of Statistics of the Department of Labor and Industry recently completed a tabulation showing the rate of blood poisoning in compensable industrial accident cases. This covering the experience for the ten years, 1921-1930, shows an average rate of infection for all industries of 5.6 per cent.

In five industries, the rate of infection is found to exceed one in every ten cases. The rate of infection in the cases compensated in these five industries during the years 1930 was as follows:

Clothing	17.7 per cent
Hotels and restaurants	15.4 per cent
Leather and rubber	13.7 per cent
Textiles	11.9 per cent
Food	10.4 per cent

The consistently high rate of infection for these five industries in which minor accidents are common and serious accidents rare seems to offer conclusive evidence that the pin-prick injury in the needle trades, the minor burns and cuts in the hotel, restaurant, and food industries, the punctures and abrasions from flying shuttles in the textile trades, and the cuts and abrasions from knives and hides in the leather industries do not receive the immediate medical attention that is of much vital importance in the prevention of septic infection.

Over the ten year period covered by the survey, an increasing rate of infection is shown for all industries except coal mining. The rate of infection for all industries increased from 4.8 per cent in 1921 to 5.8 per cent in 1930. Immediate and proper medical attention to slight injuries, particularly those of the puncture wound variety, is of paramount importance in the prevention of a prolonged period of disability that usually results from infection. Employers should recognize that the increasing rate of infection in industrial accident cases is adding definitely to their compensation costs.

INDUSTRIAL STATISTICS

(Continued from Page 6)

by a falling chimney. Loose clothing caused the death of two workers when their garments caught in moving machinery. Five railroad brakemen were killed in car and engine accidents. The explosion of a locomotive boiler brought instant death to the engineer and fireman of a crack passenger train. A night watchman was assaulted and killed by some unknown person. Electricity caused six deaths, two in public utilities, two in coal mines, and one each in construction and manufacturing. Five employes were killed by explosive substances, four in coal mines and one on steam railroads.

COMPENSATION AWARDS DROP

A total of 4,484 compensation agreements were approved by the Bureau of Workmen's Compensation during June, authorizing compensation payments to injured workers, or to the dependents of those fatally injured, to the amount of \$1,003,004, a reduction of \$226,225, or 18.4 per cent, as compared with the total for June, 1931. The June compensation awards classified according to type of disability were as follows:

113 fatal cases	\$348,804
238 permanent disability cases	351,808
4,133 temporary disability cases	302,392

Compensation awards for the first six months of 1932 totaled \$5,985,283 as compared with awards totaling \$7,663,085 for the corresponding months of 1931, a decrease of \$1,677,802, or 21.9 per cent.

PERMANENT INJURIES SHOW 25 PER CENT DECLINE

Decreases were shown for all classes of permanent disability during the first six months of 1932 with the exception of miscellaneous permanent total disability cases, which showed a 12.3 per cent increase. Largest decreases in permanent injuries were in the eye, hand, finger, part-finger, and facial disfigurement classifications. Eye losses for the first half of 1932 numbered 73 less than for the same period in 1931, a 30 per cent decrease. Hand losses showed a reduction of 33, or 28 per cent. Finger losses numbered 189 less, a decline of 25.8 per cent. Part-finger losses decreased 174, or 35.9 per cent, and facial disfigurement cases numbered 40 less, a 25.8 per cent reduction. Permanent injuries for the first half of 1932 totaled 1,612 as compared with 2,151 during the corresponding period in 1931, a decrease of 25 per cent. The increase or decrease for specific classes of permanent injury for the six months of 1932 as compared with the first half of 1931 is shown in the following table:

PERMANENT INJURIES COMPENSATED SIX MONTHS OF 1932 COMPARED WITH SIX MONTHS OF 1931

Class of permanent injury	Six months 1932	Six months 1931	Increase or decrease in 1932	
			Number	Per cent
Eyes	176	249	- 73	-30.0
Arms	41	50	- 9	-18.0
Hands	85	118	- 33	-28.0
Fingers	544	733	-189	-25.8
Phalanges	311	485	-174	-35.9
Legs	84	95	- 11	-11.5
Feet	94	105	- 11	-10.4
Facial disfigurement	115	155	- 40	-25.8
Misc. permanent total	73	65	+ 8	+12.3
Misc. permanent partial	89	96	- 7	- 7.3
Total	1,612	2,151	-539	-25.0



WORKERS NEED MORE PROTECTION, NOT LESS

By DR. A. M. NORTHROP

SECRETARY OF THE DEPARTMENT OF LABOR AND INDUSTRY

Until recently the Department of Labor and Industry was considered to be the watchman on behalf of those employers who wished to obey the laws and who desired protection from the unfair competition of employers who were set on violating the law. By enforcing, equally and without favoritism, the laws covering the hours of women and children and insisting upon the safety devices necessary to protect the lives of all the workers, the Department prevented the cut-throat competition of firms who would have taken away legitimate business in these illegal ways.

The Department was also the watchman to whom the workers could go. They could appeal to it for help against employers bent on violating the laws. They could count on it to help them secure fair compensation in case of accidents.

The events of the past two and a half years are adding stronger obligations to its old duties. In addition to being a watchman who is for the workers and the fair employers, it is being forced to become a watchman who is for the interests of the poor. For the workers and many of the fair employers have never before been so unable financially to protect their own interests as they are today.

It has always been important for the Department's public employment offices to help the unemployed to find jobs at a minimum of expense to the jobless. At present it is far more important than ever before because, in many cases in the larger cities, fifty cents a week spent

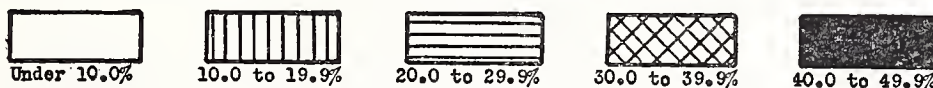
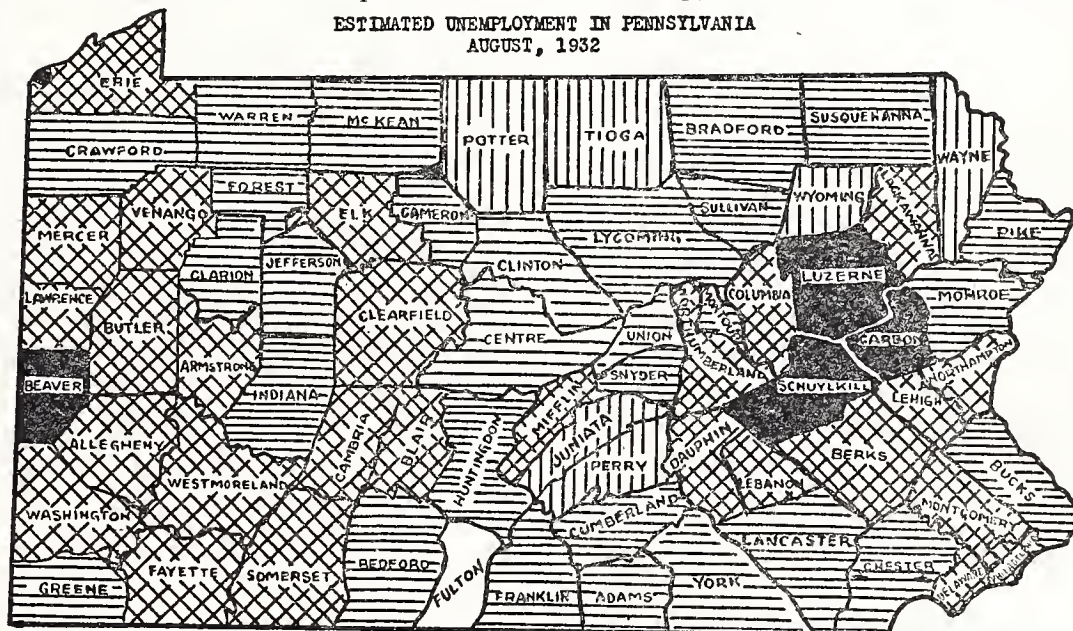
in carfares seeking jobs from one end of a city to another, is the equivalent of ten meals for a man's family. It is also more important today because during the past years there has been a great closing and moving around of factories. The routine of finding jobs has completely changed with these movements of industry. In the steel industry workers may have to travel in vain through several counties unless they are informed in advance of what opportunities are available, and where these are.

The Pennsylvania Employment Commission has started to prepare a service of this kind. It should save the jobless workers of the State hundreds of thousands of dollars in carfare and shoe leather.

It has always been important for the Department to see to it that injured workers received their just compensation as rapidly as possible. It is more important today when many injured workers have exhausted all their resources

and have no other income except that coming to them as compensation for their injuries. If they do not receive it promptly they are forced to become public charges during the period of the delay. This is not fair either to them or to the taxpayers.

It has always been important for the Department to enforce the hours laws for women, and the child labor laws. It is more important today when there are a million and a quarter unemployed that there should be no



PER CENT OF WORKING POPULATION

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EDITORIAL

The S.O.S. letters received by the Secretary of Labor and Industry indicate clearly the new needs of the workers and the communities for protection.

A prominent educator, member of his county relief association, writes: "The operators of mines at and at, are operating their mines upon a wage basis that is virtually making slaves out of the miners. After they deduct from the miners' pay for rent, gun powder and other things, there is nothing left for food. They are paying extremely low wages, and are underselling all of the legitimate mining organizations of the county. I think that the conditions are so bad in both of these places that a thorough investigation needs to be made. In the towns of and practically all of these people are on the Welfare Association list because of the wages and deductions that are made. * * * I understand that there are some other independent coal mines in the county that are just about as bad as the ones that I have mentioned, but I am not in a position to give you the details at this time. If you could send someone to investigate the situation in these particular towns, I think you would find a condition prevailing that ought not to be permitted in the Commonwealth of Pennsylvania, if there is any way to stop it."

Here is a case where the local community, aided by State and Federal funds, is practically subsidizing certain mine owners. The result of that subsidy is to hurt other mine owners and mine workers in the vicinity.

Another letter comes from a member of the General Assembly: "It seems that the Company is working its men seven days a week and approximately thirteen hours a day against their will. I know of no law that would prohibit this, but I believe that if someone in your Department would use their influence this condition could be remedied. This information was given to me by an employe of the plant who is desirous of not having his name mentioned."

This complaint has been received from many parts of the State. In spite of the Federal Government's endeavors to persuade employers of the value of a short work week, there are quite a number of mills and factories in Pennsylvania working upward of 70 hours a week.

An attorney writes in behalf of 100 employes of a certain firm: "I am informed that at the time of employment of these men, the Company required them to subscribe to certain stock, designated as preferred stock. Ten per cent of the wages earned by the employes is deducted for this stock. Some employes have been discharged after having paid a considerable amount of money on the alleged preferred stock and no equitable adjustment of the funds paid was ever made by the com-

pany. We feel that this is a case wherein your department certainly should make an investigation in behalf of these employes."

This complaint is typical. In August Dr. Northrup circulated a statement to the effect that it was "unwise for employes to accept stock in place of wages from the company employing them * * *. There is a danger that the employes may not only lose their wages, but may also lose any property they possess in case the company goes into bankruptcy."

In September support of this position was given by the Securities Commissioner of Kansas, who stated: "Employes of these great corporations have been compelled to buy stock at excessive prices, and many are paying for it now on the monthly payment plan, with their monthly payments about what the stock is quoted at the present time. To surrender the contract means the loss of a job. They are, therefore compelled to bear this heavy cross and suffer in silence, and just around the corner you will observe the shyster lawyer and accountant who moves here and there during the inquest trying to put the best possible face on the murder." At the same time Dr. C. C. Balderston, professor of industry at the University of Pennsylvania, said: "Employe purchase of stock is packed with dynamite, as most companies have found out. I consider it poor advice to any workman to invest his savings in the same company from which he draws his salary. It is unsound financial advice to ask the workman to invest in the common stock of any one company unless he has put away a substantial amount for a rainy day."

There should certainly be some protection for employes who are forced to buy stock to save their jobs. They are in no position to ascertain the value of such stock themselves.

The most pathetic S.O.S. letters come from employes who have worked and not been paid their wages. In many cases grocery bills and other expenses were incurred in the expectation that wages earned would be paid. Some employers have found it possible to postpone payment of wages for months. This has two effects. The first is to throw their employes onto poor relief. The second is to enforce a cut-throat and unfair competition with employers who pay and intend to pay wages for work done.

The Bureau of Industrial Relations shows, in its biennial report, that the wage claims brought to it for help were \$114,646 during the two years from June, 1930, to June, 1932. During the four months from June to October, 1932, wage claims for a further \$109,966 were filed. The Commonwealth has at present, no adequate way of protecting either the defrauded workers or the firms in competition with employers failing to pay wages.

Here are appeals for various forms of help and protection which should not be ignored by the people of the Commonwealth.

EARNINGS DROP FASTER THAN LIVING COSTS

Cost of living, according to the U. S. Bureau of Labor Statistics, decreased 20.3 per cent between June, 1929, and June, 1932, as contrasted with a 49 per cent reduction in the average earnings of manufacturing workers. Real earnings of manufacturing workers in Pennsylvania for this period have declined 36 per cent. Contrary to the opinion frequently expressed, the decline in living costs has not been proportionate to the reduction in workers' wage income.

EMPLOYMENT GAINS IN AUGUST

Reports from 4,200 Pennsylvania industrial concerns for August show a 1.9 per cent employment increase over July. Payrolls gained 3.9 per cent. Due to the omission of the September issue of the bulletin, statistical tables for July and August are published in this issue. Space limitations necessitate the omission of the usual review.

ANTHRACITE, CONSTRUCTION, MANUFACTURING

Largest employment gains for August were shown for the anthracite, construction, and manufacturing industries. Road construction increased, but building construction declined. Gains in manufacturing were limited to the textile, food, and leather groups. Gains for textiles were more than seasonal.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Aug. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Aug. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Aug., 1932	Per cent change compared with			Aug., 1932	Per cent change compared with		Aug. 15, 1932	July 15, 1932
				July, 1932	Aug., 1931			July, 1932	Aug., 1931		
ALL MANUFACTURING INDUSTRIES (51) 30%	813	215,603	58.5	+ 2.3	-19.8	\$3,078,330	33.6	+ 4.7	-41.1	\$14.28	\$13.94
Metal products: (12) 57%	240	95,721	48.6	- 0.4	-27.0	1,157,665	23.4	+ 4.9	-50.9	12.09	11.53
Blast furnaces	12	1,304	36.7	0.0	- 4.9	14,870	13.9	- 0.7	-51.1	11.40	11.56
Steel works and rolling mills	48	52,317	43.7	+ 0.7	-23.7	556,932	19.6	+10.7	-49.6	10.65	9.66
Iron and steel forgings	9	775	45.4	+ 1.3	-30.8	9,797	22.2	+ 3.3	-53.9	12.64	12.35
Structural iron work	10	3,034	78.2	+ 1.7	-25.3	42,025	37.0	+10.4	-51.4	13.85	12.79
Steam & hot water heating app.	15	2,819	73.0	- 1.6	-14.9	51,223	46.3	+ 8.4	-22.6	18.17	16.52
Stoves and furnaces	6	409	60.4	+ 2.4	- 3.5	7,359	38.1	+ 4.4	- 1.6	17.99	17.72
Foundaries	34	4,341	48.1	- 3.8	-23.7	50,132	19.4	- 2.5	-48.5	11.55	11.21
Machinery and parts	44	5,422	51.6	- 0.4	-32.1	77,717	25.2	+ 5.0	-50.3	14.33	13.59
Electrical apparatus	22	18,517	65.7	- 1.5	-33.7	261,083	35.4	- 3.0	-58.6	14.10	14.29
Engines and pumps	10	1,066	28.4	- 8.7	-38.4	13,174	13.1	- 7.1	-60.2	12.36	12.22
Hardware and tools	19	3,807	55.0	0.0	-22.4	43,112	26.7	- 5.3	-48.9	11.32	12.64
Brass and bronze products	11	1,910	52.5	- 0.4	-15.6	20,241	29.5	+ 0.7	-40.3	15.83	15.58
Transportation equipment: (8) 74%	35	15,478	39.3	- 9.4	-29.3	243,704	20.7	- 5.5	-52.3	15.75	15.03
Automobiles	4	1,978	39.8	-24.6	-22.4	28,043	15.2	-22.4	-24.4	14.18	14.25
Automobile bodies and parts	11	2,361	34.8	-25.3	-37.6	43,927	21.6	-10.0	-53.8	18.61	15.47
Locomotives and cars	12	5,369	20.0	- 4.3	-13.0	87,746	11.2	- 1.8	-29.1	16.34	15.90
Railroad repair shops	5	3,485	58.6	0.0	-13.1	28,541	18.6	+10.1	-66.8	8.19	7.39
Shipbuilding	3	2,285	52.3	+ 2.1	+38.7	55,447	72.1	- 1.0	+112.7	24.27	25.03
Textile products: (11) 30%	163	44,415	75.0	+18.1	-10.0	569,511	47.2	+22.9	-34.5	12.82	12.31
Cotton goods	13	2,349	50.0	+ 2.2	-18.6	34,570	33.0	+12.2	-45.2	14.72	13.43
Woolens and worsteds	13	3,078	52.3	+20.5	-13.7	45,847	33.1	+39.7	-44.6	14.90	12.85
Silk goods	45	15,110	85.3	+37.8	+ 3.8	186,756	63.4	+58.5	-20.9	12.36	10.71
Textile dyeing and finishing	11	1,149	70.7	+ 6.6	-16.3	23,468	58.9	+20.9	-27.7	20.42	18.06
Carpets and rugs	9	1,869	45.1	+29.6	-29.9	26,529	25.2	+36.2	-52.5	14.19	13.55
Hats	3	2,215	56.7	+ 1.1	-25.4	41,581	43.5	+ 9.6	-19.9	18.77	17.34
Hosiery	31	14,091	95.4	+13.8	- 5.2	163,510	51.8	+ 0.4	-35.9	11.60	13.16
Knit goods, Other	13	1,805	65.9	-11.8	-23.8	20,652	43.0	+ 3.6	-41.8	11.44	9.77
Men's clothing	9	642	63.9	- 4.8	-22.5	6,794	41.4	+29.4	-42.4	10.58	7.78
Women's clothing	8	763	67.2	+ 0.7	-37.5	6,184	39.5	+22.7	-54.5	8.10	6.66
Shirts and furnishings	8	1,344	90.4	+11.9	-35.4	13,620	61.1	+22.2	-52.9	10.13	9.27
Foods and tobacco: (5) 32%	93	18,951	94.1	+ 1.1	- 9.3	323,055	76.3	+ 0.7	-17.2	17.05	17.13
Bread and bakery products	27	3,447	94.6	- 2.8	- 9.5	78,339	77.5	- 3.7	-18.8	22.73	22.88
Confectionery	13	3,480	79.1	+ 5.3	-16.3	55,931	65.3	+15.4	-17.9	16.07	14.68
Ice cream	11	1,211	98.6	+ 0.3	-16.4	32,427	82.6	+ 0.4	-26.1	26.78	26.73
Meat packing	14	1,906	92.4	- 0.4	- 0.5	43,555	69.2	- 3.1	-12.3	22.85	23.48
Cigars and tobacco	28	8,907	95.9	+ 1.5	- 6.7	112,803	75.2	- 1.3	-14.4	12.66	13.02
Stone, clay and glass products: (3) 42%	66	7,643	42.5	- 5.8	-25.8	105,033	21.0	+ 1.0	-47.1	13.74	12.83
Brick, tile and pottery	33	2,544	45.6	- 3.6	-35.8	27,078	18.8	- 2.6	-56.7	10.64	10.51
Cement	15	2,763	33.8	-20.3	-37.4	42,082	16.4	-10.9	-59.1	15.23	13.61
Glass	18	2,336	56.7	+17.6	+20.9	35,873	38.3	+23.5	+ 5.8	15.36	14.55
Lumber products: (3) 27%	47	2,593	42.7	- 1.2	-29.5	38,377	28.2	+ 6.8	-51.1	14.80	13.72
Lumber and planing mills	16	613	26.5	+ 2.3	-21.6	3,587	17.0	0.0	-46.7	14.01	14.33
Furniture	26	1,253	45.4	- 4.8	-37.9	20,165	30.1	+ 5.2	-57.7	16.09	14.61
Wooden boxes	5	727	57.3	+ 3.1	- 8.5	9,625	39.2	+18.1	-27.1	13.24	11.54
Chemical products: (5) 47%	57	10,850	80.7	- 3.1	- 7.9	237,295	64.6	- 2.3	-20.9	21.87	21.97
Chemicals and drugs	35	1,589	50.9	- 0.4	-18.8	31,329	39.0	+ 2.6	-33.2	19.72	19.13
Coke	3	1,726	58.6	+ 0.7	-10.0	17,036	18.4	+ 1.7	-50.0	9.87	9.80
Explosives	3	408	63.3	- 2.0	-19.5	5,961	42.7	+ 8.7	-52.0	14.61	13.17
Paints and varnishes	10	829	79.7	- 6.2	- 7.8	12,447	51.3	-15.5	-32.9	15.01	19.03
Petroleum refining	6	6,298	126.6	- 3.6	- 0.7	170,522	119.4	- 2.8	- 8.4	27.08	26.84
Leather and rubber products: (4) 46%	45	9,133	83.3	+ 5.8	-14.0	147,420	59.8	+ 4.2	-36.3	16.14	16.37
Leather tanning	17	4,521	82.3	+ 2.2	-19.9	78,370	55.3	+ 1.1	-43.1	17.33	17.36
Shoes	17	3,339	94.8	+14.6	- 2.8	40,358	68.7	+24.9	-23.6	12.09	11.05
Leather products, Other	7	528	66.6	+ 5.5	-21.6	10,437	56.4	+ 7.8	-32.3	19.77	19.35
Rubber tires and goods	4	745	76.4	- 0.7	-14.9	18,255	76.1	-16.4	-28.5	24.50	29.11
Paper and printing: (3) 30%	67	10,819	79.6	- 2.7	-11.7	256,270	63.2	- 4.2	-26.4	23.69	24.04
Paper and wood pulp	13	3,217	69.1	- 4.6	-14.2	58,745	46.0	- 6.9	-32.3	18.26	18.77
Paper boxes and bags	10	745	61.4	+ 1.8	-19.5	8,717	45.5	+ 4.6	-40.0	11.70	11.40
Printing and publishing	44	6,857	85.8	- 2.6	- 9.9	188,803	71.5	- 4.0	-23.5	27.54	27.87

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

AUGUST BUILDING SHOWS GAIN

Reports from 45 municipalities for August show building permits aggregating \$2,422,082, an increase of \$1,039,067 over July. Building operations for August, however, were only a little more than half of the total for August, 1931.

UNEMPLOYMENT SHOWS SLIGHT DECREASE

The Department estimates the number of workers wholly unemployed in Pennsylvania for August, 1932, at 1,264,892, or 34.0 per cent of the total working population. This is a decrease of 2,714, or 0.2 per cent, as compared with the July total of 1,267,606.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended July 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended July 15, 1932	Index numbers 1923-1925 = 100			week ended	
			July, 1932	Per cent change compared with			July, 1932	June, 1932	July, 1931	July 15, 1932	June 15, 1932
				June, 1932	July, 1931						
ALL MANUFACTURING INDUSTRIES (51) 30% -----	814	210,644	57.1	— 4.7	—21.2	\$2,935,614	32.1	—10.2	—44.0	\$13.94	\$14.81
Metal products: (12) 57% -----	241	95,775	48.7	— 4.5	—26.7	1,103,655	22.3	—14.6	—54.2	11.53	12.94
Blast furnaces -----	12	1,304	36.7	+ 0.0	— 9.8	15,077	14.0	— 6.7	—53.9	11.56	12.54
Steel works and rolling mills -----	48	51,688	43.0	— 4.2	—26.7	499,332	17.5	—17.8	—58.4	9.66	11.25
Iron and steel forgings -----	9	766	44.8	— 6.5	—35.7	9,461	21.5	—22.7	—55.8	12.35	15.01
Structural iron work -----	10	2,981	72.0	+ 1.1	—27.6	38,115	33.5	— 0.9	—59.5	12.79	13.03
Steam & hot water heating app. -----	15	2,892	74.1	— 0.7	—14.9	47,293	42.7	— 7.2	—31.9	16.52	17.65
Stoves and furnaces -----	6	400	59.0	+ 3.3	— 9.1	7,086	36.5	+ 8.6	+ 0.3	17.72	16.80
Foundaries -----	34	4,448	49.4	— 1.2	—22.2	49,875	19.3	— 9.0	—49.5	11.21	12.14
Machinery and parts -----	44	5,435	51.8	— 7.2	—32.4	73,887	24.0	—15.5	—55.9	13.59	14.96
Electrical apparatus -----	22	18,818	66.7	— 7.5	—27.9	268,983	36.5	—17.2	—51.8	14.29	16.00
Engines and pumps -----	10	1,168	31.1	— 4.9	—34.2	14,276	14.1	+ 1.4	—58.0	12.22	11.49
Hardware and tools -----	20	3,987	57.5	— 4.8	—15.2	50,385	31.2	— 8.0	—39.4	12.64	13.05
Brass and bronze products -----	11	1,918	52.7	— 1.3	—16.5	29,885	29.3	— 3.9	—40.8	15.58	15.97
Transportation equipment: (8) 74% -----	35	17,008	43.1	— 4.9	—23.2	255,656	21.8	—18.4	—53.9	15.03	17.56
Automobiles -----	4	2,543	51.2	— 3.0	— 9.7	26,239	19.5	—35.0	—28.6	14.25	21.68
Automobile bodies and parts -----	11	3,157	46.6	—14.3	— 5.1	48,841	24.0	—21.6	—22.6	15.47	16.92
Locomotives and cars -----	12	5,588	20.9	— 1.4	— 9.9	88,830	11.4	— 9.5	—28.7	15.90	17.58
Railroad repair shops -----	5	3,482	58.5	— 3.0	—13.8	25,728	16.8	—43.1	—73.2	7.39	12.61
Shipbuilding -----	3	2,238	51.2	— 1.3	+14.0	56,018	72.8	+10.8	+42.2	25.03	22.27
Textile products: (11) 30% -----	163	37,463	63.4	—11.2	—21.7	461,015	38.2	—13.6	—41.3	12.31	12.61
Cotton goods -----	13	2,296	48.9	— 1.4	—22.6	30,834	29.4	— 5.5	—46.9	13.43	14.04
Woolens and worsteds -----	13	2,548	43.4	— 5.2	—28.0	32,741	23.7	— 5.2	—56.6	12.85	12.81
Silk goods -----	45	10,884	61.5	— 2.2	—20.5	116,612	39.6	— 9.2	—42.4	10.71	11.67
Textile dyeing and finishing -----	11	1,078	66.3	—11.5	—19.7	19,472	48.7	— 7.8	—30.9	18.06	17.32
Carpets and rugs -----	9	1,438	34.8	—25.2	—45.0	19,482	18.5	—23.6	—62.5	13.55	13.25
Hats -----	3	2,192	56.1	— 1.9	—26.4	38,011	39.7	+ 5.6	—24.7	17.34	16.11
Hosiery -----	31	12,349	83.6	—18.1	—15.1	162,466	51.6	—17.7	—30.9	13.16	13.00
Knit goods, Other -----	13	2,043	74.7	— 7.4	—13.9	19,950	41.5	—20.5	—40.9	9.77	11.38
Men's clothing -----	9	675	67.1	— 9.1	—16.4	5,250	32.0	—31.5	—48.6	7.78	9.80
Women's clothing -----	8	757	66.7	—44.3	—17.0	5,042	32.2	—63.7	—53.7	6.66	10.23
Shirts and furnishings -----	8	1,203	80.8	—16.0	—41.2	11,155	50.0	— 9.3	—57.8	9.27	8.60
Foods and tobacco: (5) 32% -----	93	18,750	93.1	— 0.9	—10.6	321,175	75.8	— 2.1	—19.4	17.13	17.33
Bread and bakery products -----	27	3,547	97.3	— 0.6	— 8.0	81,159	80.5	— 3.5	—17.6	22.88	23.63
Confectionery -----	13	3,306	75.1	— 6.1	—19.0	48,547	56.6	—14.0	—29.6	14.68	16.01
Ice cream -----	11	1,208	98.3	— 2.7	—23.0	32,294	82.3	— 1.0	—31.9	26.73	26.29
Meat packing -----	14	1,913	92.8	+ 0.4	— 0.9	44,922	71.4	— 5.1	— 9.7	23.48	24.84
Cigars and tobacco -----	28	8,776	94.5	+ 1.2	— 8.1	114,253	76.2	+ 6.6	—14.3	13.02	12.35
Stone, clay and glass products: (3) 42% -----	66	8,098	45.1	— 3.8	—18.6	103,904	20.8	—14.0	—46.1	12.83	14.41
Brick, tile and pottery -----	33	2,640	47.3	— 3.1	—32.0	27,743	19.3	—12.7	—51.9	10.51	11.62
Cement -----	15	3,465	42.4	+ 3.9	—19.8	47,155	18.4	—12.0	—54.0	13.61	16.16
Glass -----	18	1,993	48.2	—15.1	+ 7.1	29,006	31.0	—18.4	—14.4	14.55	15.17
Lumber products: (3) 27% -----	47	2,620	43.2	— 2.0	—24.7	35,947	26.4	— 6.7	—46.0	13.72	14.34
Lumber and planing mills -----	16	601	25.9	—15.4	—22.0	8,614	17.0	—22.0	—43.3	14.33	15.46
Furniture -----	26	1,313	47.7	+ 6.5	—29.1	19,189	28.6	+ 7.5	—49.5	14.61	14.31
Wooden boxes -----	5	706	55.6	— 3.3	—11.2	8,144	33.2	—16.2	—35.3	11.54	13.30
Chemical products: (5) 47% -----	57	11,171	83.1	+ 6.5	— 8.7	245,424	66.8	+ 5.7	—20.1	21.97	22.12
Chemicals and drugs -----	35	1,595	51.1	— 5.4	—17.6	30,508	38.0	—11.6	—35.8	19.13	20.48
Coke -----	3	1,716	58.2	— 3.3	—14.0	16,809	18.1	— 7.7	—57.9	9.80	10.21
Explosives -----	3	416	64.6	— 3.7	—20.0	5,480	39.3	—20.3	—52.8	13.17	15.95
Paints and varnishes -----	10	914	87.9	+ 0.8	— 4.4	17,390	71.8	— 8.5	—10.1	19.03	20.96
Petroleum refining -----	6	6,530	131.3	+15.0	— 1.0	175,237	122.8	+14.3	— 5.8	26.84	26.98
Leather and rubber products: (4) 46% -----	45	8,627	78.7	+ 0.6	—16.7	141,200	57.3	+ 0.4	—35.4	16.37	16.42
Leather tanning -----	17	4,466	81.3	— 4.4	—19.3	77,541	54.7	— 9.0	—41.2	17.36	18.22
Shoes -----	17	2,912	82.6	+10.0	—11.5	32,176	54.7	+35.4	—25.9	11.05	8.98
Leather products, Other -----	7	500	63.1	+ 5.5	—24.5	9,676	52.3	+20.2	—43.0	19.35	16.93
Rubber tires and goods -----	4	749	76.9	— 3.5	—14.6	21,807	91.0	— 8.2	—17.9	29.11	30.62
Paper and printing: (3) 30% -----	67	11,132	81.9	— 1.2	— 8.7	267,638	65.9	+ 0.2	—21.9	24.04	23.66
Paper and wood pulp -----	13	3,359	72.4	— 0.8	— 7.5	63,055	49.4	+ 0.8	—25.2	18.77	18.42
Paper boxes and bags -----	10	731	60.3	— 9.5	—21.5	8,330	43.5	—15.7	—38.5	11.40	12.27
Printing and publishing -----	44	7,042	88.2	— 0.6	— 7.9	196,253	74.3	+ 1.0	—19.7	27.87	27.49

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

INDUSTRIAL ACCIDENTS INCREASE

After a continuous decline for the last three months, industrial accidents increased sharply in August reaching the highest total since April. 103 fatal and 7,026 non-fatal accidents were reported during August, or increases of 30.4 per cent in fatalities and 14.2 per cent in non-fatal injuries as compared with July totals. Comparisons with August, 1931, show a 15.5 per cent decrease in fatalities and a 23.5 per cent reduction in non-fatal injuries.

Compensation awards for the first eight months of 1932 total \$7,801,206, a decrease of \$2,137,925, or 21.5 per cent, as compared with the \$9,939,131 total for the corresponding period in 1931.

COMPENSATION BOARD'S LOAD
STILL GROWING

The September report of the Workmen's Compensation Board shows that 2,936 cases were in the hands of the referees at the beginning of that month. To these were added 760 cases during the course of the month. There were 726 disposed of, leaving 2,969 cases on hand at the beginning of October. During September 85 petitions for commutation of payments were filed.

The decisions of the Workmen's Compensation Board on appeals from the decisions of the referees can be secured from the Secretary of the Workmen's Compensation Board in Harrisburg.

ACCIDENTS OCCURRING DURING COURSE OF EMPLOYMENT AS REPORTED TO THE BUREAU OF WORKMEN'S
COMPENSATION DURING JULY, 1932

CAUSE	Total of All Industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
TOTAL OF ALL CAUSES	80	6,154	11	720	12	1,729	14	850	18	682	3	61	4	232	4	69	1	147	3	640	4	565	6	459
Working machinery and processes	1	412		28	1	279		19		25		2		1		2		13		18		5		20
Boilers and pressure apparatus	1	19		2	1	5		2						1						1		7		1
Pumps and prime movers		17		8		2										3						2		2
Transmission apparatus		8		1		5		1														1		1
Elevators and hoists	3	24	1		2	7		4		4								1		2		1		5
Cranes and derricks	1	63		19		26	1	3				3		5						1		1		5
Cars and engines	4	319		3		12		97	2	143		3	2	56		1				2		1		1
Motor vehicles	8	366		27	1	97				2	1	2	1	21		6		1	2	72	2	85	1	53
Other vehicles		44				17										5				6		8		8
Hand trucks		70		10		35								7						6		2		10
Water and air craft		4		2		1				1														
Handling objects—by hand	2	1,420		151	1	406	1	183		115		16		43		20		27		203		117		79
Hand tools		693		87		168		107		87		13		8		10		20		71		86		36
Electricity	5	30		3		6		6	1	7		1		2			1	1		2		1		1
Explosive substances	6	73		5	1	14	2	23		7	1			1			3	1		3		8	1	9
Hot and corrosive substances		201		39		89		7		5		1		5			18			7		16		14
Falling objects	28	646	3	59	1	96	8	215	15	198	1	11		5			4		20		27		11	
Falls of persons	14	948	5	164	3	230	1	89		47		5		52		12		38		138	1	74	4	99
Stepping upon or striking against objects	2	388	1	76		102		46		20			1	10		6		12		61		24		31
Miscellaneous	5	409	1	36	1	72	1	48		21		4		15	1	4		9		27	1	100		73

DURING AUGUST, 1932

CAUSE	Total of All Industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	*	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	
TOTAL OF ALL CAUSES	103	7,026	6	854	15	1,943	31	1,196	18	856	4	78	8	190	2	67		134	7	589	8	688	4	431
Working machinery and processes		476		30		333		23		37		2					6		21		9		15	
Boilers and pressure apparatus	2	16		1	1	3	1	2							2						3			
Pumps and prime movers		19		9		2		1		1				2						1			1	
Transmission apparatus		17		2		6		4		2		1											2	
Elevators and hoists	3	34	1	1	1	10	1	13		5				1			1		2				1	
Cranes and derricks		70		20		37		4				1		1		2				1		2		
Cars and engines	16	406		6		19	5	143	5	186		8	6	40		1		1		1		1		
Motor vehicles	10	372		35		108				1		2	1	19		4		1	2	54	5	93	2	
Other vehicles	2	62		6	1	14		1		2						1				8	1	13		
Hand trucks	2	76		15		37				1	1			10		1		1	1	8		1		
Water and air craft		3		1										1								1		
Handling objects—by hand	5	1,620		218	2	483	3	259		148		20		41		14		34		187		112		
Hand tools	3	771		97	1	220	1	151		88		10		6		9		13	1	61		81		
Electricity	4	34	1	2		8		9	1	12			1		1								2	
Explosive substances	10	105		6	1	21	5	35	3	12		4		2			4	1	2		15		4	
Hot and corrosive substances	1	235		54	1	89		6		4		1		7		4		12		17		28		
Falling objects	27	823		66	2	107	14	308	7	258	3	17		4		3		5		21	1	25		
Falls of persons	11	978	2	143	4	248	1	125		57		8		30	1	10		38	2	136		93	1	
Stepping upon or striking against objects	2	412	1	93		107		60	1	24				11		3		10		46		31		
Miscellaneous	5	497	1	49	1	86		52	1	18		3		15		10		9		23	1	180	1	

*F.—Fatal.

N. F.—Non-fatal.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA, JULY, 1932¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended July 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended July 15, 1932	Index numbers 1923-1925 = 100			week ended	
			July, 1932	Per cent change compared with			July, 1932	Per cent change compared with		July 15, 1932	June 15, 1932
				June, 1932	July, 1931			June, 1932	July, 1931		
Anthracite coal mining ² (60%) -----	157	60,818	43.2	-16.1	-31.9	\$1,372,668	29.0	- 7.8	-35.6	\$22.57	\$20.54
Bituminous coal mining ³ (40%) -----	365	52,148	68.7	- 0.2	- 8.5	518,742	26.6	-10.4	-45.9	9.95	11.07
Quarrying and non-metallic mining -----	57	2,486	-----	-10.9	-----	28,215	-----	-13.4	-----	11.35	11.67
Construction:											
Building (18%) -----	1,170	9,762	-----	+ 1.0	-----	223,994	-----	- 3.3	-----	22.95	22.96
Street and Highway:											
State -----	4	23,629	-----	+ 9.4	-----	-----	-----	-----	-----	-----	-----
Municipal -----	15	423	-----	- 4.3	-----	5,996	-----	- 4.0	-----	14.17	14.14
Contractors -----	38	1,133	-----	- 1.6	-----	20,709	-----	+ 1.7	-----	18.28	17.69
Other construction -----	75	3,827	-----	+ 7.9	-----	84,096	-----	+ 2.8	-----	21.97	23.05
Canning and preserving -----	26	2,319	-----	- 2.4	-----	31,644	-----	-10.0	-----	13.65	14.80
Crude petroleum producing -----	18	333	-----	- 1.2	-----	8,141	-----	+ 2.2	-----	24.45	23.64
Dyeing and cleaning (20%) -----	21	1,068	-----	- 3.8	-----	18,549	-----	-13.7	-----	17.37	19.36
Hotels (12%) -----	192	10,462	-----	- 1.5	-----	134,543	-----	- 6.5	-----	12.86	13.54
Laundries (20%) -----	44	3,398	-----	- 3.6	-----	54,084	-----	- 5.7	-----	15.92	16.28
Street railways (55%) -----	5	11,535	68.2	- 3.0	-12.8	310,281	56.9	- 4.8	-25.5	26.90	27.40
Public utilities (65%) -----	703	53,488	-----	- 0.3	-----	1,529,234	-----	- 2.3	-----	28.59	29.16
Retail trade (8%) -----	340	24,719	-----	- 7.8	-----	490,054	-----	- 9.9	-----	19.82	20.28
Wholesale trade (5%) -----	127	3,226	-----	+ 0.2	-----	86,585	-----	- 0.3	-----	26.84	26.99
Total—non-manufacturing (20%) -----	3,353	241,145	-----	- 6.1	-----	4,917,535	-----	- 7.8	-----	20.39	20.77
Total—manufacturing (30%) -----	814	210,644	57.1	- 4.7	-21.2	2,935,614	32.1	-10.3	-44.0	13.94	14.81
GRAND TOTAL (20%) -----	4,167	451,789	-----	- 5.4	-----	7,853,149	-----	- 8.8	-----	17.38	18.01

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA, AUGUST, 1932¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Aug. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Aug. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Aug., 1932	Per cent change compared with			Aug., 1932	Per cent change compared with		Aug. 15, 1932	July 15, 1932
				July, 1932	Aug., 1931			July, 1932	Aug., 1931		
Anthracite coal mining ² (60%) -----	160	67,212	47.8	+10.5	—27.0	1,644,324	34.6	+19.3	—26.7	24.46	22.57
Bituminous coal mining ³ (40%) -----	367	51,790	68.4	— 0.5	— 8.8	532,259	27.2	+ 2.1	—42.6	10.28	10.01
Quarrying and non-metallic mining -----	55	2,572	-----	+ 2.7	-----	30,842	-----	+10.2	-----	11.99	11.17
Construction:											
Building (18%) -----	1,181	9,166	-----	— 2.6	-----	209,133	-----	— 3.0	-----	22.82	22.92
Street and Highway:											
State ----- ⁴		35,475	-----	+50.1	-----	-----	-----	-----	-----	-----	-----
Municipal -----	15	341	-----	—19.2	-----	4,445	-----	—25.8	-----	13.04	14.20
Contractors -----	33	1,549	-----	+21.3	-----	25,126	-----	+14.6	-----	16.22	17.17
Other construction -----	69	4,613	-----	+29.8	-----	89,857	-----	+14.8	-----	19.48	22.03
Canning and preserving -----	31	2,595	-----	+ 4.8	-----	34,436	-----	+ 2.2	-----	13.27	13.61
Crude petroleum producing -----	19	352	-----	— 2.8	-----	9,040	-----	— 0.2	-----	25.68	25.01
Dyeing and cleaning (20%) -----	26	1,250	-----	— 2.5	-----	20,682	-----	— 6.7	-----	16.55	17.30
Hotels (12%) -----	194	9,949	-----	— 4.2	-----	124,619	-----	— 6.8	-----	12.53	12.86
Laundries (20%) -----	43	3,284	-----	— 3.3	-----	50,355	-----	— 6.8	-----	15.33	15.90
Street railways (55%) -----	5	11,462	67.7	— 0.7	—12.2	294,768	54.0	— 5.1	—28.2	25.72	26.90
Public utilities (65%) -----	706	61,172	-----	— 1.1	-----	1,701,602	-----	— 2.8	-----	27.82	28.32
Retail trade (8%) -----	340	22,825	-----	— 7.5	-----	451,834	-----	— 7.7	-----	19.80	19.85
Wholesale trade (5%) -----	134	3,502	-----	— 1.1	-----	95,069	-----	— 1.7	-----	27.15	27.30
Total—non-manufacturing (20%) -----	3,378	253,634	-----	+ 1.6	-----	5,318,391	-----	+ 3.4	-----	20.97	20.61
Total—manufacturing (30%) -----	813	215,603	58.5	+ 2.3	—19.8	3,078,330	33.6	+ 4.7	—41.1	14.28	13.94
GRAND TOTAL (20%) -----	4,191	469,237	-----	+ 1.9	-----	8,396,721	-----	+ 3.9	-----	17.89	17.56

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment represented.

² Reported by the Anthracite Bureau of Information.

³ Chain index—January, 1929 = 100.

⁴ Data from Department of Highways' report, September 1, 1932. Not included in totals.

INDUSTRIAL DISEASE COMMISSION STARTS JOB

The first meeting of the newly appointed Commission on Industrial Diseases was held on October 11, 1932. T. Henry Walnut was elected chairman. A preliminary survey of the material to be studied was made.

In making public the membership of the Commission Governor Pinchot stated:

"Workers injured through industrial accidents now receive compensation without fighting their cases through the courts. But thousands of workers annually are crippled through industrial diseases. They do not get automatic compensation. They must fight expensively for every cent. This condition exists in Pennsylvania in spite of the fact that 11 other states, with fewer dangers to employees, have proper laws.

"The right simply to bring a law suit means nothing at all today to an employe who has been crippled through an industrial disease. He cannot wait, and he has no money to pay lawyers.

"It is time to provide adequate legislation. That need has become increasingly urgent because new industrial methods have developed, new hazards to health. It is important to have all the facts in the case, and to have them as soon as possible. Not only workers but employers and insurance companies are interested. I have therefore appointed a Commission representative of all interests, to study the problem. Its recommendations will be presented to the next session of the Legislature.

"The ten members of this Commission, who represent the largest interests effected by any steps toward compensation for occupational diseases, were chosen for their eninence and expertness and long practical experience in this field."

The members of the Commission are: *A. M. Boyd*, Philadelphia. President, Pennsylvania Self Insurers' Association. Personnel Officer of the Philadelphia Electric Company. *Alexander Fleischer*, Philadelphia. Managing Director and Secretary, Philadelphia Child Health Society, formerly Research Worker, Metropolitan Life Insurance Company, New York. *Wesley Graff*, New York City. Director, Safety Engineering Division National Bureau of Casualty and Surety Underwriters. *Thomas Kennedy*, Hazleton. International Secretary and Treasurer, United Mine Workers of America. *A. J. Lanza, M. D.*, New York City. Assistant Medical Director, Metropolitan Life Insurance Company. Formerly connected with United States Public Health Service in charge of surveys concerning industrial health with particular attention to silicosis. Made surveys of industrial poisons in lead and zinc mines in Missouri. During the war was in charge of the industrial hygiene section of United States Public Health Service. After the war reorganized the Public Health Department of Australia. Author of numerous papers on Industrial Health. *R. V. Patterson, M. D.*, Philadelphia. Dean, Jefferson Medical College; Past President, Medical Society of Pennsylvania. *Louis B. F. Raycroft*, Philadelphia. Electric Storage Battery Company. *H. F. Smyth, M. D.*, Philadelphia. Assistant Professor of Industrial Hygiene, University of Pennsylvania. Industrial Health Consultant and prominent in making state and city surveys. *T. Henry Walnut*, Attorney, Philadelphia. Chairman of Workmen's Compensation Board under Governor Pinchot's former administration. Aided in framing first Compensation Law. *William P. Yant, Ph.D.*, Pittsburgh.

INDUSTRIAL HOME WORK AND CHILD PARALYSIS

The prevalence of infantile paralysis in Philadelphia and the urgent need for checking every possible source of infection led the Bureau of Women and Children to make a special investigation of all families in Philadelphia engaged in industrial home work. The survey, begun in Philadelphia, has since been extended to other parts of the State. Every family known to have a case of infantile paralysis is checked against the list of families receiving home work. The Pennsylvania Home Work Regulations require employers giving out home work to register with the Department of Labor and Industry at frequent intervals the names and addresses of all home working families. The list of homes in which cases of infantile paralysis have been found are secured from city Boards of Health or from the county health officer. In only two instances, both in Philadelphia, were cases of infantile paralysis found in home working families. The investigators found in many cases, however, that home work was being done in the neighborhood of quarantined homes; often next door to a home in which a child had been stricken with infantile paralysis. In these cases the employers were immediately notified and precautionary measures taken.

The products which are sent into homes for manufacturing processes vary according to the industries in the community, but usually there are included many articles used by children, such as novelties and toys, sweaters and knit wear for babies, as well as other kinds of children's clothing. Because so much of the work involves articles worn or used by children and because of the possible danger of spreading the disease, the close check up of all home working families at this time has seemed particularly important and the precautionary measures taken by the Bureau should unquestionably make less likely the spreading of the disease through clothing or other articles manufactured in private homes.

The need for quick and effective action to prevent the possible spread of the present epidemic through industrial home work has been easily and effectively met because of the administrative procedure already set up in the Department of Labor and Industry for the enforcement of the Regulations for Industrial Home Work. These regulations require that home work be carried on in accordance with the provisions of the Woman's Law and the Child Labor Law as well as under sanitary conditions. The emergency situation illustrated by the infantile paralysis epidemic serves to emphasize the importance of continued close supervision of home working families as a safeguard to the public who purchase the products manufactured in private homes as well as to insure legal working conditions for women and children.

Superintendent, United States Bureau of Mines Experiment Station. Author of many papers on laboratory investigation of industrial health.

Doctor A. M. Northrup, Secretary of Labor and Industry, and Charlotte E. Carr, Deputy Secretary, will be ex-officio members of the Commission.

John Campbell, Director of the Bureau of Industrial Standards of the Department of Labor and Industry, will act as Secretary of the Commission. He is a member of the American Society of Mechanical Engineers and has had extensive manufacturing and engineering experience. He will be assisted in the secretarial work by Doctor Elizabeth Bricker, Chief of the Hygiene and Sanitation section of his bureau.



TRAINING JUMPS WAGES

The success of any rehabilitation case depends upon the realization of a clear-cut job objective in order that the handicapped may return to profitable and satisfactory employment. This means employment in a gainful activity which will enable the individual to maintain himself on an equal plane with other members of the community in which he lives.

In many instances, training or retraining is the type of service needed by the disabled in order that he may be fitted to accept a new occupation providing greater opportunities for advancement, success, and an enriched social life.

Approximately fifty per cent of the cases rehabilitated each year by the forty-four States involve training, and in spite of economic conditions during 1931, the total number in need of this type of service increased 13.7 per cent.

A study of 6,391 rehabilitated cases, of which 3,193 were retrained, disclosed some interesting facts on the importance of this phase of the rehabilitation program.

Fifty-five per cent of the trained group were over 18 and under 30 years of age, while the ages of fifty-two per cent of the untrained group ranged from 35 to 50 years. The need of proper adjustment of the younger group is self-evident, and training offered the opportunity to bring it about.

A comparison of the trained and untrained groups showed that a smaller number of those trained remained in their first jobs as long as the untrained group. In other words, due to background of education and vocational training, 668 of the trained group left their first jobs for better employment while only 379 of those rehabilitated without training obtained more suitable occupations.

Of those trained 2,143 were found to be employed, while 1,957 without training were employed. Of the trained group 1,865 were employed by other employers than at the time of the accident, while 918 of the untrained group had obtained work in different jobs.

The wage changes in the groups indicated the significance of training. For the period for which wage data was received, it was shown that when placed on their first or rehabilitation jobs, the trained group had an initial wage of \$20.22 and the group not trained an average initial wage of \$22.48 on the first job. At the time that these persons were interviewed, the trained group had an average wage of \$23.99, and the group not trained had an average wage of \$22.82, or a difference of \$1.17 in favor of the trained group. Furthermore, the increase for the trained group was \$3.77, while for the untrained group it was 34 cents. Moreover, as a result of job improvement through training supplementing the daily employment of the handicapped, it was possible to obtain advancement in position and income more rapidly than without such service.

A classification of the jobs for which these people were trained included trading, manufacture, agriculture, labor, clerical, technical and professional, transportation, mining, public service, domestic and personal service. Skilled manufacture led the way with 1,492 cases.

The training agencies included public and private vocational schools, employment training, instruction through tutors and correspondence, and the cost of training per case varied from a modest amount to several thousand dollars, depending upon the nature of the program.

This is sufficient to indicate the value of vocational education in the rehabilitation of the handicapped. It is a service which meets the needs of the younger disabled

HOURS OFFENSES WORST

In the course of a public statement on the policy of the Inspection Bureau, Charlotte E. Carr, the new director, called attention to the fact that the hours laws were the ones most frequently violated by employers. "The last 100 prosecutions, covering 231 violations," she said, "show that the woman's law cases covered 69 per cent of the total, and the child labor law cases covered 27 per cent. These are 96 per cent of the total. There were only 3 safety prosecutions and one for violation of the bakery law. The bulk of law violation takes place against the legal rights of the women and children. There were 166 violations of the woman's law and 65 violations of the child labor law covered by the last 100 prosecutions brought by the Department."

Miss Carr added: "It is tragically humorous at this time when the efforts of the nation from the President downward are bent securing shorter hours and splitting-of-work among the unemployed that 58 out of 100 violations in Pennsylvania are offenses against the hours laws for women and children. Many of these offenses took place in factories where the work on hand could have been done by a larger staff without resorting to these violations. The efforts of the Federal and State governments to supply work relief on public projects can easily be outweighed in effectiveness by employers who are unwilling to recognize that the social need at present is for a reasonable amount of work spreading among as great a number of unemployed as possible. Failure on the part of such employers to recognize this as a social need will doubtless give an impetus to the demand for a Federal law for a five-day week. Such a law would of course, be more severe in its immediate effects on the employers than any laws now on the statute books in Pennsylvania."

WORKERS NEED PROTECTION

(Continued from Page 1)

illegitimate overtime. It is not fair to the unemployed nor to the employers obeying the law.

It has always been important for the Department to aid in the rapid mediation of industrial disputes. Where avoidable misunderstandings and personal feeling made the continuance of business impossible the Department attempted to wipe those elements out of the picture. It is more important than ever to do so today when so much depends on unimpeded industrial recovery, and also where the industrial dispute takes the shape of failure to pay earned wages. The workers are, in most cases, unable to pay lawyers to protect their interests. Possibly nothing could hurt the employers and employees in Pennsylvania so much as the development of a large group of employers doing business without contributing to the State's purchasing power.

group—the potential workers of the future—who, instead of being doubly handicapped in properly adjusting themselves to suitable employment, are better equipped to accept opportunities for advancement and are more apt to be given employment. Again, although their initial wage following rehabilitation may be lower, they soon excel those returned to employment without training.

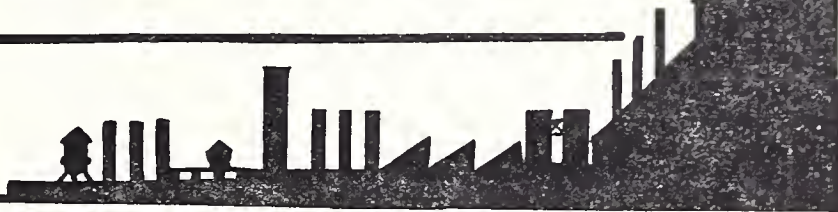
LABOR

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WORKERS' SECURITY COMMITTEE STARTS

A State Committee on Workers' Security has been appointed by Governor Pinchot. The Committee is expected to make constructive proposals for dealing with the problems of workers in danger of dismissal because of changes in the business cycle, and with the problems of those permanently unemployed because of technological improvements.

The members of the Committee are: From the public, Charles Denby, Jr., *Philadelphia*, Mrs. John W. Lawrence, *Sharpsburg*, Professor Francis D. Tyson, *Pittsburgh*

From the employers, R. Templeton Smith, *Pittsburgh* and Henry Tatnall Brown, *Philadelphia*.

From the workers, Michael Hartneady, *Hazleton* and Clarence D. Wilson, *Pittsburgh*.

From the General Assembly, Senator William D. Mansfield, *McKeesport* and Representative Bart Richards, *New Castle*.

In inviting the members to serve Governor Pinchot wrote to them:

"You are, I am certain, deeply interested in the problem of preventing the present misery of hunger and unemployment from happening again.

"We have had some years of giving charity and relief. It is time for the Commonwealth to see whether it can validate its obligation to protect its people in a more constructive way. With that in mind, I am appointing a State Committee on Workers' Security.

"This Committee should consider the fact that without jobs workers can have no secure basis for their rights to life and liberty. It should recognize a social obligation on the part of employers to treat workers better than machinery is treated. It should examine into the possibilities of making some self-respecting provision for workers when unavoidable unemployment occurs, taking into consideration the plan recently proposed by the representatives of seven eastern states, and other plans.

"The Committee should also seek to discover how many will be permanently unemployed in Pennsylvania if and when business activity returns to the 1929 level. It should suggest means of meeting the problems thus created.

(Continued on Page 12)

UNPAID WAGES LAW

Employees who have not been paid wages owed to them have deluged the Department with complaints. In the first part of 1932 these claims were at the rate of \$114,600 a year. In the latter part of this year they are coming in at the rate of \$330,000 a year.

The Department of Labor and Industry has no really adequate law to protect these employees from unscrupulous employers or to protect wage-paying employers from the competition of those who contrive to have no labor costs at all.

The Department is giving serious consideration to the working out of the California wage-collection law, under which California collects unpaid wages for its workers at the rate of \$1,012,000 a year. Most of these claims are settled without any resort to court action. No fee of any kind is charged to the wage earners.

The essential features of the California law are: 1. Immediate payment of employees upon discharge. 2. Regular semi-monthly payments for all except public employees and employees who are given board and lodging. These must be paid monthly. 3. These laws cannot be suspended by a private agreement. 4. Notice of regular pay-days must be posted. 5. Anyone violating the law is guilty of a misdemeanor. 6. Violators also pay a civil penalty of \$10 for each failure to pay regularly. 7. The Commissioner of Labor brings the civil suits. No court costs fall upon the State. 8. When an employer fails to pay a discharged employee promptly, the employee's wages continue for thirty days unless the employer pays before that time is up. 9. It is the duty of the Commissioner of Labor "to inquire diligently for any violations of this act, and to institute the actions for penalties." 10. The Labor Commissioner has the power and authority to take assignments of wage claims without being bound by any of the technical rules. 11. He can issue subpoenas which are enforced by the courts. He has free access to all places of labor and can compel the furnishing of necessary information in regard to wage-claims. Refusal to furnish such information is punishable by a fine of \$200.

This procedure is very different from the one now existing in Pennsylvania, where the only effective recourse unpaid employees have is to enter civil suit. In most cases brought to this Department they do not have sufficient money to do this. They are therefore left helpless. In California enough authority to collect wages is given to the Labor Commissioner so that he can, without expensive court action, protect these people.

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MONTHLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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SWEAT SHOPS AGAIN

The problem of factories which live off the community instead of contributing to it is with us again. When wages are so low that the workers must be fed with public relief funds, then the factories are a drain on the community. When wages in some factories are so low as to put out of the running competing factories which pay living wages, then the low-wage factories are a double drain on the community. They not only bring pauperization, they bring ruin.

In the study on Industrial Home Work, in this issue, some startling evidence as to low wages in homes is presented. Homes are being converted into small sweat shops. In the December issue some evidence on low wages in factories will be presented. It is known that in Pennsylvania, as well as in Connecticut, some women in factories are working a 54-hour week for three dollars. This is far below a living wage.

The people of Pennsylvania will shortly have to make up their minds as to whether they intend to support the luxury of sweat shops or not. In New York State the Governor-elect campaigned on a platform calling for a minimum wage law. In Connecticut the Deputy Commissioner of Labor, Mr. W. J. Couper, summed up the argument:

"The sweat shop should not be prosecuted and fined, but driven entirely out of the State. To effect this the law would have to be changed. It should include a heavy penalty for cheating workers out of their wages, a minimum wage law at least for minors under 18 years of age, and a 48-hour law for women and children in all occupations.

"Sweat shops are depression profiteers. They grind the unpaid sweat of women and children into cut-price garments.

"Sweat shops are outlaws of industry. By their cut-throat and ruthless competition they are undermining the legitimate and decent employers.

"Sweat shops are industrial parasites. We have to supplement their wretched wages by private or public charity.

"Sweat shops are the gypsies of industry. As they move from place to place they are no asset to any community, a detriment to all. Their low wages in time will reduce all wages, will destroy purchasing power, will kill retail trade and retard, if not forever prevent, business recovery.

"Sweat shops are the sewer rats of industry. They carry the industrial plague. Three groups of shirt factory girls in Connecticut have gone on strike under communist leadership. From these sweat shops social unrest and communism may spread throughout our State and country."

COMPENSATION CLAIMS and the BUSINESS CYCLE

By STEPHEN B. SWEENEY

DIRECTOR, BUREAU OF WORKMEN'S COMPENSATION

Compensation claims rise and fall throughout the business cycle in somewhat the same manner as wages, bank clearings, freight car loadings, and other business barometers. Theoretically they should vary directly with accidents in both severity and number. Practically they do not do so.

During times such as the present, workers are reaching for every straw of help. As a result the Bureau of Workmen's Compensation receives hundreds of letters and personal requests regarding claims which have been outlawed by the statute of limitations of the Workmen's Compensation Act. The majority of these cases are pathetic. Some of the stories are disquieting even if they are only half true.

If a year has passed since the date of the accident and it has not been reported by the employer or the employee the Bureau and the Board are practically powerless in so far as the injured worker is concerned. The same condition exists if the accident has been reported but no claim made for compensation within the year. In some few cases employers and insurance companies have been induced to waive the one year limit and pay the claims. In the great majority of cases, however, the employer never carried insurance and is no longer in business. This makes impossible any redress even in cases involving gross fraud and intimidation.

For a number of months the Workmen's Compensation Bureau has been following a practice which should tend to reduce these futile claims in the future. As soon as a report of an accident is received there is mailed to the injured workman a very simple statement of his rights and duties under the Compensation Act. He is especially warned against the one year statute of limitations. The numerous responses to these letters indicate the need they fill, particularly in the field of unorganized labor.

Another interesting result of the depression phase of the business cycle is the necessity for greater care in determining the worker's average weekly wage. During prosperous times this is usually greater than twenty-three dollars and its accuracy is therefore unimportant since the allowed sixty-five per cent of the wage gives a larger compensation benefit than fifteen dollars per week. In no event can more than fifteen dollars per week be paid even if the injured worker was an airplane pilot receiving one hundred and fifty dollars per week.

In times such as these, however, a large portion of the injured workers are reported to the Bureau as receiving less than the twenty-three dollars and seven cents maximum basic wage.

This situation devolves upon the Bureau a duty of extra care to see that the workers receive the full amount of compensation to which they are entitled. In order to check the reported "average wage" it is necessary to insist that insurance companies and self insurers execute in full the agreement forms which have been drawn up by the Board in such a manner as to show the true wage situation. Many agreements are being disapproved because the stated average weekly wage is not supported by answers to such questions as "Number of working days in so much of the last six months as the employee was employed in the same grade and at the same wages

(Continued on Page 12)

INDUSTRIAL HOME WORK IN PENNSYLVANIA IN 1931

Prepared by BUREAU OF WOMEN AND CHILDREN

BEATRICE MCCONNELL, DIRECTOR

Industrial home work continued to be an active factor in Pennsylvania industry in 1931 despite the generally depressed business conditions. The economic demoralization that made expedient the continued distribution of factory work to home workers, even though factory employees were without work much of the time, led also to an increasing disregard of the legal standards of employment for the women and children engaged in home-work processes.

There was apparently no marked decrease in the volume of home work during 1931. In September, 1931, there were 10,006 home workers employed in Pennsylvania, according to the quarterly reports that the Department of Labor and Industry received from employers licensed to distribute industrial home work. A comparison of the number of home workers reported in September, 1931, with the number reported in September, 1930, shows a decrease of only 766, or 7 per cent, in spite of the poor business conditions prevailing in 1931.

Table I. Employers Licensed to Distribute Industrial Home Work and Number of Home Workers Reported

Year	Home workers reported in September of each year	Licensed employers
1931	10,006	1,156
1930	10,772	1,202
1929	11,832	1,204
1928	11,309	1,240
1927	12,659	1,161
1926	11,883	910

There were 1,156 licensed home-work employers in 1931, a slight decrease from the 1,202 licensed in 1930. Of these 1,156 home-work employers, 751 reported that they were employing one or more home workers in September, 1931. The number of employers having 25 or more home workers had perceptibly increased in 1931, a situation which suggests that home work is tending to become even more firmly entrenched in certain industries. On the other hand, in 1931 more employers reported no home workers than in the preceding year. The 405 licensed employers who were not distributing home work in September, 1931, either gave out home work at other times during the year or had discontinued the practice of using home workers for the time being but desired to hold their licenses for use at some future time.

The slight decrease in the total number of home workers and licensed home-work employers in 1931 does not represent a general decrease in all industries but is the composite result of a great many shifts, some up and some down, in the different home work industries. In the men's clothing industry, the largest single home-work industry, six per cent more home workers were reported in 1931 than in 1930. The number of home workers in the art needlework group also increased. On the other hand, there was a decrease of 27 per cent in the number of home workers reported for the women's and children's clothing industry. This decrease was influenced by the

fact that during this year the styles called for less embroidery and hand decoration than in 1930.

Another development during 1931 in the home-work field was an increase in the number of firms distributing home work by mail directly to the workers. These were mostly out of state firms and the work was chiefly the knitting or crocheting of infants wear. One of these firms reported over 200 home workers.

LABOR LAW VIOLATIONS

Although the number of home workers and of licensed employers had decreased slightly in 1931 there was an increase in the problems of enforcement rather than a lightening of the burden. With business generally slow competition had become more and more keen, and in the rush to get work out quickly with the hope of having a better chance to obtain future orders both employer and worker increasingly disregarded the legal standards of work.

In the course of enforcing the Regulations for Industrial Home Work in 1931 the Bureau of Women and Children made investigations of 3,105 homes. Violations of the Child Labor Law were found in 18.8 per cent of the homes investigated in 1931 compared to 10.0 per cent of the 2,205 homes investigated in 1930. Woman's Law violations increased from 3.8 per cent in 1930 to 17.8 per cent in 1931. In barely one per cent of the homes were there violations of the sanitation standards. These figures are not, however, to be understood as representing the proportion of violations in all homes in which home work is done, because the Bureau of Women and Children intentionally makes its investigations when and where violations are most likely to be found. Although it has always been the policy of the Bureau to select homes for investigation in this way, the homes visited in 1931 did include a larger proportion of families obtaining work from the men's clothing industry in Philadelphia, where violations are particularly likely to be found, than did the sample of homes visited in 1930. Still it cannot be questioned that some increase in the frequency of violation of the Child Labor Law and a marked increase in the frequency of violation of the Woman's Law occurred in 1931.

Table II. Violations of Child Labor Law and Woman's Law in Industrial Home Work in 1930 and 1931

Type of violation and year	Homes visited	Homes with violations	
		Number	Per cent
Child Labor Law			
1931	3105	585	18.8
1930	2205	221	10.0
Woman's Law			
1931	3105	554	17.8
1930	2205	83	3.8

While in no industry was the problem of child labor violations negligible, it was most acute in the men's cloth-

ing industry, where violations of the law were found in 24 per cent of the homes investigated; in the tag industry where children were illegally employed in 26 per cent of the homes; and in a group of miscellaneous industries where 40 per cent of the homes had violations. The chief offenders in the miscellaneous group were the manufacturers of snaps, hooks and eyes and of rag rugs. The home-work operations in these industries, felling seams, pulling bastings on coats, stringing tags, putting snaps or hooks and eyes on cards, and cutting and sewing rags, are simple and easily done by children. Violations of the Child Labor Law were found more frequently in Philadelphia than in other sections of the state.

It is a significant commentary on the effect of the depression on child workers that this marked increase in child labor violations has come at a time when, with unemployed older persons in the family available to assist with the work, it might have been supposed that children would be working less frequently than in previous years.

Woman's Law violations were most frequent in the clothing industries. In the women's and children's clothing industry violations of the Woman's Law were found in 26 per cent of the homes and in the men's clothing industry in 21 per cent of the homes. Woman's Law violations tended to be more frequent in Philadelphia than in the other sections of the State. The tobacco industry, which distributes home work only in Lancaster and York Counties, was the only one which did not present a serious problem of violation of the Woman's Law. The most common violations were night work and daily over-time hours. The cause of violation lay too frequently with the employer who, in the press of competition for orders, gave out home work late in the afternoon and required its return the following morning.

EFFECTS OF THE DEPRESSION ON HOME-WORKING FAMILIES

The Bureau in its contacts with home working families in the early part of 1931 was impressed with the apparent increase in the amount of unemployment and with the extremely low income level of these families. In an effort to learn how the depression had affected home-working families the Bureau extended the scope of its home investigations to include data on hours of work and earnings for home work, on unemployment in the families, and on family earnings. The analysis of this additional information, which was secured for 1446 families visited during the last six months of 1931, will indicate to some extent the effect of the depressed business conditions of 1931 on home-working families.

HOURS OF WORK

The general unemployment prevalent in 1931 did not bring about shorter hours of work for home workers, at least not during the busy season when the Bureau made most of its home investigations. The median weekly hours were 31 for the chief home workers in the homes visited during the last half of the year 1931.¹ A comparison of this median with the median of 28 hours for 1928, the year for which an analysis of home-work hours and earnings was made by the Bureau, indicates an increase in working hours in 1931.² However, the difference between these median hours of work for the two years were in-

fluenced by the fact that in 1931 a relatively larger proportion of homes in the men's clothing industry, the industry with the longest home-work hours, were visited, more than by a difference in hours actually worked by home workers in any locality or industry.

The contrasts in hours of work were appreciable for the chief home workers both in the different industries and in different localities. The median weekly hours reported for different industries varied from 24 in art needlework to 35 in the men's clothing industry. The median weekly hours reported in Philadelphia for the chief home workers were 33 compared to a median of 24 outside Philadelphia.

Home work continued to be done largely by one person in the family, usually the mother, who is called the chief home worker in this report. Relatively little home work was done by unemployed persons in the families visited. Only one out of every six unemployed wage-earners in the home-working families did any industrial home work.

HOME-WORK EARNINGS

Although hours of work for the chief home workers in the families visited had increased rather than decreased between 1928 and 1931, the families' weekly earnings for home work had decreased sharply. The median home-work earnings for the family group dropped from \$4.70 a week in 1928 to \$3.60 a week in 1931, or 23.4 per cent. This per cent of decrease in median weekly earnings for home work is the same as the decrease in average weekly earnings for employes in manufacturing, which was 23.7 per cent for the same period, according to the statistics of the Pennsylvania Department of Labor and Industry on employment and earnings.

Men's clothing and knit goods continued to be the products at which home workers made the largest weekly earnings and tags those at which they made the smallest. Stringing tags was the one type of work, however, on which median weekly earnings had increased since 1928, from \$1.80 to \$2.00 a week. This increase in weekly earnings is due both to an increase in the hours of work of the chief home worker and to an increase in the proportion of homes where a family group, including unemployed persons, rather than a single individual did the work.

Table III. Median Weekly Earnings of Families for Home Work by Industry for 1928 and 1931

Industry	1928 ⁴	1931 ⁵
Art needlework	3.90	3.28
Men's clothing	5.75	4.16
Women's and children's clothing ..	3.90	2.97
Other clothing	5.60	3.82
Knit goods	5.75	4.38
Novelties and toys	2.85	2.83
Tags	1.80	2.00
Tobacco	5.10	4.00
Miscellaneous	3.25	3.46
All industries	4.70	3.60

Since the weekly earnings of the families from home work were lower in 1931 than in 1928 while the weekly hours of the chief home workers were not reduced, it is to be expected that the hourly earnings of the chief home workers would also tend to be lower. Median hourly earnings for the chief home worker were reported as 12 cents

¹ Securing accurate reports of hours worked and hourly earnings from home workers is difficult because of the many interruptions a home worker has during the day's work. With the check of weekly earnings against hours of work and hourly earnings reported, it is believed that the figures used, while not absolute, are reasonable approximations of the hours and earnings in the homes investigated.

² Hours of Work and Earnings of Women Employed in Industrial Home Work, *Labor and Industry*, June, 1929, p. 9.

⁴ Hours of Work and Earnings of Women Employed in Industrial Home Work, *Labor and Industry*, June, 1929, p. 9.

⁵ For last six months of 1931.

an hour for the last half of 1931, compared to 16 cents an hour for the year 1928, a decrease of 25 per cent. In the two lowest paid home-work industries, women's clothing with a 10-cents-an-hour median in 1928 and tags with a 6-cent-an-hour median, the hourly earnings were not further depressed in 1931. The hourly earnings for all industries combined tended to be slightly lower in Philadelphia than in the rest of the state, a median of 12 cents in Philadelphia compared to a median of 13 cents an hour for the other sections of the State.

Table IV. Median Hourly Earnings for Home Work by Industry for 1928 and 1931

Industry	1928 ⁶	1931 ⁷
Art needlework .....	.17	.14
Men's clothing .....	.16	.12
Women's and children's clothing ..	.10	.10
Other clothing .....	.21	.15
Knit goods .....	.16	.13
Novelties and toys .....	.07	.13
Tags .....	.06	.06
Tobacco .....	.15	.14
Miscellaneous .....	.17	.10
All industries .....	.16	.12

The effect of the depression in reducing hourly earnings for home work by 25 per cent since 1928 was much greater than its effect on factory wage rates. The hourly earnings for all wage-earners in manufacturing in 1931 were but 4.2 per cent lower in the last half of 1931 than they were in 1928 according to the statistics of the Pennsylvania Department of Labor and Industry on employment and earnings.

UNEMPLOYMENT IN HOME-WORKING FAMILIES

Earnings from home work constituted the only income from employment for one in every four of the 1246 families interviewed that reported normally employed wage-earners in the family. In other words in 28.5 per cent of these families all persons normally having jobs, aside from home work, were totally unemployed. Barely one in three of the families had any person working full time, and only one in six had all normally employed persons working full time.

Table V. Employment Status of Home-Working Families

Employment status of family	Total		Philadelphia		Other sections of state	
	Number	Per cent	Number	Per cent	Number	Per cent
Full time for all wage-earners	211	16.9	142	14.7	69	24.5
Full time for part of wage-earners	177	14.2	133	13.8	44	15.7
Part time for all wage-earners	355	28.5	241	25.0	114	40.6
Part time for some wage-earners, unemployment for others	148	11.9	124	12.8	24	8.5
Unemployment for all wage-earners	355	28.5	325	33.7	30	10.7
Total reporting employment status	1246	100.0	965	100.0	281	100.0

The amount of unemployment in home-working families in Philadelphia in contrast to the amount in home-working families in the rest of the state was marked, with unemployment of all wage-earners in a family three times as frequent for Philadelphia families (33.7 per

cent) as for the families outside Philadelphia (10.7 per cent).

Unemployment was relatively more frequent in families doing home work than in families not doing home work, at least in Philadelphia for which comparable data is available. The proportion of unemployed wage-earners in home-working families was twice as high as the proportion of unemployed persons in all Philadelphia families, comparing the figures for the Philadelphia home-working families with figures from a study on unemployment in Philadelphia made by the University of Pennsylvania. There were 47 per cent of the normally employed wage-earners in the home-working families visited who were totally unemployed compared to 28 per cent who were unemployed among all Philadelphia wage-earners according to an estimate for the last six months of 1931.⁸

One factor which must be considered in accounting for this high proportion of unemployment among families doing home work is that unemployment frequently was a reason for beginning to take the work. Two-fifths of the families reported that they had started doing home work since January 1, 1930 because of unemployment or part-time employment in their families. Unemployment or part-time employment was two and one-half times as frequently reported as a reason for beginning to take home work as was a reduction in wage rates, and ten times as frequently reported as all other reasons.

FAMILY EARNINGS

The low family earnings from work other than home work in addition to the large amount of unemployment in home-working families indicate that home-working families tend to be at a precariously low economic level. Three hundred and eleven of the families interviewed during the last half of 1931 reported the earnings of all their employed members. Half of these families had total weekly earnings of \$15.73 or less, exclusive of home work. This figure of median earnings, representing the combined weekly earnings of all employed wage-earners in the home-working families, compares unfavorably with the arithmetic average earnings of \$19.63 a week which individual wage-earners in all manufacturing industries in Pennsylvania received during the same period. Even including the earnings from home work, the combined earnings of over half the home-working families investigated were still less than the average earnings for in-

dividual workers in all manufacturing industries in the State.

Ninety-five per cent of the home-working families visited during the last half of 1931 reported that their incomes, exclusive of home-work earnings, had been re-

⁶ Hours of Work and Earnings of Women Employed in Industrial Home Work, *Labor and Industry*, June, 1929, p. 7.

⁷ For last six months of 1931.

⁸ Computed from monthly figures in *Unemployment and Part Time Employment*, Industrial Research Department, University of Pennsylvania, April 15, 1932, p. 3.

duced since January 1, 1930. In addition to the reductions through unemployment and part-time employment, reductions in wage rates were frequently reported. Two-thirds of the chief wage-earners in the families who had jobs were reported to have had one or more cuts in wage rates since the beginning of 1930. A few home-working families had small businesses of their own that were bringing in less and less income.

The low earnings in home-working families are the more significant because of the relatively large burden of dependents on the employable persons. The average size of home-working families was 5.2 persons for the state and 5.4 persons for Philadelphia. In comparison the average size of all Philadelphia families in April, 1931 was 4.3 persons.⁹ The average number of employable persons in the home-working families in Philadelphia was also smaller than the average for all Philadelphia families, 1.7 compared to 1.8,¹⁰ so that the burden of dependents for each wage-earner was high. This means that for Philadelphia as a whole each normally employed wage-earner had an average of 1.4 dependents and for home-working families in Philadelphia each normally employed wage-earner had an average of 2.2 dependents. The proportion of dependents to wage-earners was practically as high for home-working families as for the families which had gone on work relief in Philadelphia in April, 1930.¹¹

CONCLUSION

The problems of industrial home work have been aggravated by the depressed business conditions of 1931. Violations of the Child Labor Law have nearly doubled and violations of the Woman's Law have quadrupled. Many employers, rushed to fill orders, have in turn pressed their home workers into violations of the labor laws. Workers, many of them living in poverty whether from unemployment, low earnings or both, often put their chil-

dren at the tasks or themselves worked overtime in order to keep their employer's favor and to earn a few cents. Employers and workers alike have grown careless of labor standards and have ignored the fact that, in their attempts to keep going at any price, all tend to be reduced to the same low standard from which each would escape.

The growing prevalence of violation of the labor laws in industrial home work in the face of persistent study and effort to enforce legal standards of employment for industrial home workers is testimony to the inherent difficulties of enforcing such standards where continuous supervision over workers is lacking. While undoubtedly there is room for improvement in the supervision which employers can give to home workers, it is seriously questioned whether it is possible for employers to have home work done under really controlled conditions.

The Bureau of Women and Children is convinced that, so long as the system of industrial home work remains an accepted part of industry, the Bureau must continue to work for a larger measure of cooperation from employers and home workers alike in complying with the Regulations for Industrial Home Work, the Woman's Law and the Child Labor Law. Employers need not only to give more careful supervision to home workers but also to distribute their work at such hours and in such quantities that violations will not be encouraged. Workers and employers both need to appreciate more fully the costs of child labor and overlong hours for women workers, and to realize that the standards established by the labor laws of the Commonwealth must be maintained or industry as well as the worker will inevitably suffer.

⁹ *Unemployment in Philadelphia Families*, Industrial Research Department, University of Pennsylvania, Special Report No. 1, Table 4, p. 8.

¹⁰ *Ibid.* Table 2, p. 7.

¹¹ Clague, Ewan, *Ten Thousand Men Out of Work*, Community Council of Philadelphia.

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

INDUSTRIAL EMPLOYMENT TURNS UPWARD

September marked the first noteworthy gain in industrial employment in Pennsylvania in the last three years. Reports from more than 4,000 industrial concerns employing nearly a half million workers show a 3.8 per cent employment increase for September as compared with August. Payrolls gained 5.1 per cent. Sizable increases in employment were reported for the manufacturing, anthracite coal mining, construction, canning, and retail trade industries, representing a more widespread improvement in the industrial employment situation than has occurred since the downward trend began in the fall of 1929. Increased employment totals for September were shown for 11 of the 14 major industries covered by the survey.

In the manufacturing industries an employment increase of 3.9 per cent and a payroll gain of 7.5 per cent were recorded, a much larger pickup than the customary seasonal gain for this period. The usual gain in manufacturing employment between August and September is less than one per cent. Manufacturing employment for September, 1932, at 60.6 per cent of its 1923-1925 average was 16.5 per cent lower than for the corresponding period in 1931, and weekly payrolls at 36.0 per cent of the

1923-1925 average were 33.7 per cent less than a year ago.

TEXTILES LEAD RECOVERY

Thirty-five of the 51 industries represented in the report for manufacturing firms reported increased employment for September, and 32 of the 51 industries showed increased wage payments. The largest and most general gains were reported from textile and clothing firms. Employment and payroll totals in the textile industry soared high above the August figures. Large employment increases were shown for each of the eleven industries of the textile group with gains of 30 to 35 per cent recorded for the knit goods, women's clothing, and furnishings industries. Even larger gains were shown in payroll totals. September payrolls for seven of the eleven textile industries gained 25 per cent or more over August totals. In the hosiery and women's clothing industries September payrolls were nearly double those of August. The normal seasonal increase in textiles from August to September is 2 per cent in employment with a corresponding increase in payrolls.

Increased employment in payroll totals also were shown in the metal industries, the largest gains occurring in the

steam and hot water apparatus, stove and furnace, electrical apparatus, and engine and pump industries. Other industries of the manufacturing group that showed substantial employment gains for the month included the confectionery, cement, furniture, shoe, and paper and pulp industries.

In contrast to the general gains in the textile and metal industries, large employment declines were recorded for the automobile industry. Employment for four auto-

mobile factories in Pennsylvania dropped 28 per cent in September, and for eleven plants manufacturing automobile bodies and parts an 18 per cent employment decline was recorded.

NUMBER UNEMPLOYED ESTIMATED AT 1,203,186 FOR SEPTEMBER

The Department estimates the number of workers wholly unemployed in Pennsylvania for September, 1932,

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Sept. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Sept. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Sept. 1932	Per cent change compared with			Sept. 1932	Per cent change compared with		Sept. 15, 1932	Aug. 15, 1932
				Aug. 1932	Sept. 1931			Aug. 1932	Sept. 1931		
ALL MANUFACTURING INDUSTRIES (51) 36% -----	807	222,931	60.6	+ 3.9	-16.5	\$3,289,200	36.0	+ 7.5	-33.7	\$14.75	\$14.28
Metal products: (12) 64% -----	239	97,389	49.5	+ 1.9	-24.5	1,194,494	24.1	+ 3.0	-45.6	12.27	12.09
Blast furnaces -----	12	1,319	37.1	+ 1.1	- 4.4	14,716	13.6	- 2.2	-50.4	11.16	11.40
Steel works and rolling mills -----	48	53,003	44.1	+ 0.9	-21.1	538,958	19.0	- 3.1	-47.7	10.17	10.65
Iron and steel forgings -----	9	724	42.4	- 6.6	-34.7	9,572	21.7	- 2.3	-43.9	13.22	12.64
Structural iron work -----	10	3,093	74.7	+ 2.0	-20.4	44,052	38.7	+ 4.6	-39.7	14.24	13.85
Steam & hot water heating app. -----	14	2,865	77.8	+ 5.7	- 9.8	44,729	42.4	- 8.2	-26.0	15.61	18.17
Stoves and furnaces -----	6	414	61.1	+ 1.2	- 5.6	8,557	44.1	+15.7	- 8.5	20.67	17.99
Foundaries -----	34	4,388	48.7	+ 1.2	-19.4	51,056	19.7	+ 1.5	-41.7	11.64	11.55
Machinery and parts -----	44	5,406	51.5	- 0.2	-31.0	75,975	24.7	- 2.0	-46.9	14.05	14.33
Electrical apparatus -----	22	19,202	68.0	+ 3.5	-32.3	315,364	42.8	+20.9	-46.1	16.42	14.10
Engines and pumps -----	10	1,252	33.4	+17.6	-32.5	16,493	16.4	+25.2	-50.6	13.17	12.36
Hardware and tools -----	19	3,817	55.1	+ 0.2	-19.0	45,409	28.1	+ 5.2	-39.6	11.90	11.82
Brass and bronze products -----	11	1,906	52.5	0.0	-16.1	29,613	29.0	- 1.7	-40.0	15.54	15.83
Transportation equipment: (8) 19% -----	35	14,447	36.7	- 5.2	-32.8	240,390	20.5	- 1.0	-51.1	16.64	15.75
Automobiles -----	4	1,282	25.9	-27.7	-55.0	4,982	13.5	- 9.4	-51.1	19.49	14.18
Automobile bodies and parts -----	11	1,919	28.4	-18.4	-42.2	40,310	19.8	- 8.3	-62.1	21.01	18.61
Locomotives and cars -----	12	5,559	20.8	+ 4.0	-11.5	81,386	10.4	- 7.1	-37.3	14.64	16.34
Railroad repair shops -----	5	3,496	58.8	+ 0.3	-10.5	33,535	21.8	+17.2	-57.6	9.59	8.19
Shipbuilding -----	3	2,191	50.1	- 4.2	+23.1	60,177	78.3	+ 8.6	+133.0	27.47	24.27
Textile products: (11) 22% -----	161	49,991	84.9	+13.4	- 0.6	734,159	61.0	+30.3	-13.1	14.69	12.82
Cotton goods -----	13	2,677	57.1	+14.2	- 9.2	47,584	45.4	+37.6	-10.8	17.78	14.72
Woolens and worsteds -----	13	3,796	64.6	+23.5	+ 2.4	59,736	43.2	+30.5	-17.1	15.74	14.90
Silk goods -----	45	17,308	97.9	+13.8	+11.6	213,052	72.4	+14.2	-15.2	12.31	12.28
Textile dyeing and finishing -----	11	1,271	78.2	+10.0	-11.4	27,769	69.5	+ 7.3	-11.8	21.85	22.36
Carpets and rugs -----	9	2,060	49.7	+10.2	-22.9	29,698	28.2	+11.9	-46.5	14.42	14.19
Hats -----	3	2,284	58.5	+ 3.2	-20.6	52,977	55.4	+27.4	+ 1.3	23.19	18.77
Hosiery -----	30	14,800	101.2	+ 7.4	+ 2.2	239,437	76.9	+54.1	+ 1.3	16.18	11.60
Knit goods, Other -----	13	2,384	87.1	+32.2	- 4.3	29,692	61.7	+43.5	-21.0	12.45	11.44
Men's clothing -----	9	713	70.9	+11.0	-14.9	8,360	50.9	+22.9	-31.7	11.75	10.58
Women's clothing -----	7	920	90.7	+35.0	-13.0	8,602	58.5	+48.1	-30.1	9.35	8.10
Shirts and furnishings -----	8	1,778	119.6	+32.3	-20.4	17,252	77.3	+26.5	-37.4	9.70	10.13
Foods and tobacco: (5) 30% -----	92	19,227	96.6	+ 2.7	- 9.1	329,518	78.3	+ 2.6	-16.3	17.14	17.05
Bread and bakery products -----	27	3,444	94.6	0.0	-10.0	78,330	77.5	0.0	-19.1	22.74	22.73
Confectionery -----	13	3,935	89.4	+13.0	-16.5	64,864	75.6	+15.8	-22.5	16.48	16.07
Ice cream -----	11	1,066	86.8	-12.0	-18.7	28,079	71.6	-13.3	-32.0	26.34	26.78
Meat packing -----	14	1,932	93.8	+ 1.5	- 0.1	46,882	74.4	+ 7.5	- 5.8	24.27	22.85
Cigars and tobacco -----	27	8,850	98.0	+ 2.2	- 5.2	111,363	75.9	+ 0.9	- 8.8	12.58	12.66
Stone, clay and glass products: (3) 34% -----	66	8,225	45.9	+ 8.0	-18.9	106,288	21.2	+ 1.0	-45.1	12.92	13.74
Brick, tile and pottery -----	33	2,599	46.6	+ 2.2	-29.6	27,563	19.2	+ 2.1	-52.0	10.61	10.64
Cement -----	15	3,474	42.5	+25.7	-14.1	50,192	19.5	+18.9	-45.1	14.45	15.23
Glass -----	18	2,152	52.4	- 7.6	- 9.0	28,533	30.5	-20.4	-33.1	13.26	15.36
Lumber products: (3) 17% -----	46	2,708	45.3	+ 6.1	-25.7	41,705	31.1	+ 9.1	-46.7	15.40	14.80
Lumber and planing mills -----	16	583	25.2	- 4.9	-26.1	8,236	16.2	- 7.4	-41.5	14.13	14.50
Furniture -----	25	1,411	52.6	+15.9	-28.5	24,711	38.1	+26.6	-48.0	17.51	16.09
Wooden boxes -----	5	714	56.2	- 1.9	-11.1	8,758	35.7	- 8.9	-40.6	12.27	13.24
Chemical products: (5) 25% -----	57	10,652	79.3	- 1.7	- 6.9	231,134	63.0	- 2.5	-15.5	21.70	21.87
Chemicals and drugs -----	35	1,553	49.8	- 2.2	-23.1	30,345	37.7	- 3.3	-37.8	19.54	19.72
Coke -----	3	1,636	55.5	- 5.3	- 5.6	17,008	18.3	- 0.5	-43.5	10.40	9.87
Explosives -----	3	411	63.9	+ 0.9	-16.4	7,342	52.4	+22.7	-34.7	17.86	14.61
Paints and varnishes -----	10	844	81.1	+ 1.8	- 6.7	13,184	54.4	+ 6.0	-29.0	15.62	15.01
Petroleum refining -----	6	6,208	124.8	- 1.4	+ 0.4	163,255	114.4	- 4.2	- 1.4	26.30	27.08
Leather and rubber products: (4) 46% -----	45	9,203	83.9	+ 0.7	-13.5	148,114	60.1	+ 0.5	-32.6	16.09	16.14
Leather tanning -----	17	4,457	81.1	- 1.5	-20.3	77,503	54.7	- 1.1	-41.2	17.39	17.33
Shoes -----	17	3,458	98.0	+ 3.4	- 2.2	47,121	80.2	+16.7	- 7.5	13.63	12.09
Leather products, Other -----	7	532	67.1	+ 0.8	-19.0	10,540	56.9	+ 0.9	-27.2	19.81	19.77
Rubber tires and goods -----	4	756	77.5	+ 1.4	-11.4	12,950	54.0	-29.0	-43.1	17.13	24.50
Paper and printing: (3) 23% -----	66	11,989	81.7	+ 2.6	-10.3	263,398	64.9	+ 2.7	-25.3	23.75	23.69
Paper and wood pulp -----	13	3,460	74.4	+ 7.7	- 5.0	60,935	47.7	+ 3.7	-20.5	17.61	18.26
Paper boxes and bags -----	10	744	61.3	- 0.2	-26.3	9,967	52.0	+14.3	-36.4	13.40	11.70
Printing and publishing -----	43	6,885	86.3	+ 0.6	-10.9	192,496	73.0	+ 2.1	-25.8	27.96	27.54

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

at 1,203,186, or 32.3 per cent of the total working population. This is a decrease of 61,706, or 4.9 per cent, as compared with the August total of 1,264,892. Reductions in unemployment totals were shown for each of the State's 67 counties. Largest reductions occurred in Allegheny, Berks, Delaware, Lackawanna, Lancaster, Lehigh, Luzerne, Montgomery, Philadelphia, and Schuylkill Counties. In each of these counties the estimated unemployment total for September dropped 1,000 or more as compared with August. In Allegheny County the estimated number unemployed decreased by 5,273 and in Philadelphia County by 16,874. Figures showing the estimated number of totally unemployed persons in each county for September, 1932, are published in a separate release, copies of which may be obtained upon request.

NON-MANUFACTURING SHOWS GAIN

Substantial gains in employment totals were shown for many non-manufacturing industries in September. Employment at anthracite mines gained nearly 14 per cent over August, but was 30 per cent lower than at this period last year. Employment for September at bituminous mines was slightly higher than for August, and wage payments increased nearly 10 per cent.

Employment in building construction gained for the third consecutive month. The increase for September was 1.0 per cent over August. Payrolls in the building industry, however, due to wage reductions and short time decreased two per cent from August to September. The number employed by the Pennsylvania Department of Highways on road construction and maintenance work reached a new high level in September with 40,151 workers employed as compared with 35,475 in August, a 13.2 per cent increase. Forces of contractors engaged in road building also gained in September, showing a 12.1 per cent increase over August. The harvest season was evidenced by the 13 per cent increase in employment reported by 32 employers in the canning industry. Employment in Pennsylvania canneries reaches its peak in October. The four per cent employment gain in retail trade marks the beginning of the seasonal employment climb in this industry which reaches its peak during the season of Christmas buying. Other industries of the non-manufacturing group that showed small employment gains for the month were the crude petroleum producing, dyeing and cleaning, hotel, and laundry industries.

WORKING HOURS INCREASE

Weekly working hours in Pennsylvania factories for September according to reports submitted from nearly 600 firms gained 9.5 per cent over August. Workers for these concerns averaged 31.5 hours of work a week

in September as compared with an average of 29.4 hours a week in August. The largest gains in working time recorded were textile products, 25.8 per cent; lumber products, 10.5 per cent; stone, clay, and glass products, 9.0 per cent; and metal products, 7.0 per cent.

WOMEN WORK LONGER THAN MEN

In the textile industries where women employes predominate, a much longer work week prevailed during September than in any of the industries in which male employes are predominant. In the woollens and worsted, silk goods, hosiery, women's clothing, and shirts and furnishings industries, for example, weekly working hours for September averaged 43.9, 41.6, 44.9, 46.3, and 44.5 hours, respectively, in contrast with average weekly hours of 21.7 in blast furnaces, 19.6 hours in steel works and rolling mills, 23.5 hours in foundries, and 34.1 hours in automobile factories, and 36.8 hours in furniture factories.

EARNINGS LOW

The average weekly earnings of factory workers increased from \$14.28 in August to \$14.75 in September. The lowest rate of weekly earnings, \$9.35 a week, was found in the women's clothing industry, and the highest, \$27.96, in the printing and publishing industry. Standards of living costs used in minimum wage budgets usually specify \$12.00 to \$14.00 as the minimum weekly wage at which a single woman worker without dependents can provide herself with the necessities of life. Yet, the average weekly earnings for more than 100,000 Pennsylvania factory workers (both male and female, with dependents and without dependents) included in the report for manufacturing industries for September were less than this \$14.00 minimum.

BUILDING CONSTRUCTION DECLINES

Permits for building construction work to cost \$2,212,710 were issued in 45 Pennsylvania municipalities during September as compared with building operations aggregating \$2,422,082 for August, a reduction of \$209,372, or 8.6 per cent. In comparison with the volume of building for September, 1931, building operations for September, 1932, show a decline of \$3,703,430, or 62.6 per cent.

Building operations in these 45 municipalities for the first nine months of 1932 totaled \$25,321,511 as compared with \$62,205,084 for the corresponding period in 1931, a reduction of \$36,883,573, or 59.3 per cent.

HOURS WORKED AND HOURLY EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP AND INDUSTRY	No. of plants reporting	No. of wage earners—week ended Sept. 15, 1932	Total weekly wages—week ended Sept. 15, 1932	Total weekly employe hours—week ended			Average hourly earnings—week ended	
				Sept. 15, 1932	Aug. 15, 1932	Per cent change	Sept. 15, 1932	Aug. 15, 1932
ALL MANUFACTURING INDUSTRIES (47) -----	572	169,182	\$2,443,864	5,331,351	4,869,511	+ 9.5	\$.458	\$.464
Metal products -----	203	85,911	1,045,781	2,054,586	1,919,916	+ 7.0	.509	.513
Transportation equipment -----	23	12,674	203,845	371,300	374,017	- 0.7	.549	.530
Textile products -----	95	33,060	472,495	1,397,733	1,110,945	+25.8	.338	.339
Foods and tobacco -----	60	9,930	170,731	445,057	422,822	+ 5.3	.384	.390
Stone, clay and glass products -----	41	6,093	77,815	188,449	172,887	+ 9.0	.413	.419
Lumber products -----	40	1,859	31,346	64,161	58,081	+10.5	.489	.481
Chemical products -----	23	6,818	171,157	288,783	295,911	- 2.4	.593	.604
Leather and rubber products -----	28	4,699	84,399	202,947	207,293	- 2.1	.416	.422
Paper and printing -----	54	8,138	186,295	318,235	307,639	+ 3.4	.585	.595
Building construction -----	1,019	8,026	178,100	269,926	274,639	- 1.7	.660	.668
Street and Highway construction -----	49	2,050	30,581	75,556	67,969	+11.2	.405	.427
Other construction -----	64	4,795	97,903	194,043	193,562	+ 0.2	.505	.502

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Sept. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Sept. 15, 1932	Index numbers 1923-1925 = 100			week ended		
			Sept. 1932	Per cent change compared with			Sept. 1932	Per cent change compared with		Sept. 15, 1932	Aug. 15, 1932	
				Aug. 1932	Sept. 1931			Aug. 1932	Sept. 1931			
Anthracite coal mining ² (63%) -----	153	76,361	54.4	+13.6	-30.1	\$1,868,262	39.4	+13.6	-27.6	\$24.47	\$24.46	
Bituminous coal mining ³ (52%) -----	362	51,790	68.5	+ 0.1	- 8.9	581,140	29.8	+ 9.5	-34.8	11.22	10.26	
Quarrying & non-metallic mining (22%) -----	55	2,690		+ 2.4		32,631		+ 2.6		12.13	12.10	
Construction:												
Building (30%) -----	1,072	8,515		+ 1.0		191,507		- 2.0		22.49	23.17	
Street and Highway:(100%) -----												
State -----	4	40,151		+13.2								
Municipal -----	18	469		- 1.7		6,540		+ 0.8		13.94	13.60	
Contractors -----	32	1,782		+12.1		28,551		+ 9.3		16.02	16.43	
Other construction -----	71	4,887		- 2.4		100,299		+ 2.3		20.52	19.58	
Canning and preserving -----	32	2,906		+13.2		36,968		+ 9.0		12.72	13.21	
Crude petroleum producing -----	22	562		+ 2.2		13,847		- 0.3		24.64	25.24	
Dyeing and cleaning (20%) -----	23	1,170		+ 0.5		21,168		+ 9.1		18.09	16.66	
Hotels (61%) -----	196	10,186		+ 0.3		129,966		+ 2.2		12.76	12.52	
Laundries (20%) -----	47	3,356		+ 0.8		50,713		- 0.6		15.11	15.33	
Street railways (50%) -----	5	11,361	67.2	- 0.1	-13.1	285,592	52.3	- 2.6	-27.2	25.14	25.75	
Public utilities (65%) -----	705	61,059		- 0.2		1,649,093		- 3.1		27.01	27.82	
Retail trade (8%) -----	341	23,842		+ 4.3		454,315		+ 0.6		19.06	19.76	
Wholesale trade (3%) -----	136	3,259		- 0.3		86,812		- 1.1		26.64	26.86	
Total—non-manufacturing (30%) -----	3,270	264,195		+ 4.1		5,537,404		+ 4.1		20.96	20.95	
Total—manufacturing (36%) -----	807	222,931	60.6	+ 3.9	-16.5	3,289,260	36.0	+ 7.5	-33.7	14.75	14.28	
GRAND TOTAL (35%) -----	4,077	487,126		+ 3.8		8,826,604		+ 5.1		18.12	17.89	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

² Reported by the Anthracite Bureau of Information. ³ Chain index—January, 1929 = 100.

⁴ Data from Department of Highways' report, October 1, 1932. Not included in totals.

FEWER WORKERS KILLED

Reports of 81 fatal and 7,018 non-fatal accidents were received at the Bureau of Workmen's Compensation during September as compared with 103 fatal and 7,026 non-fatal accidents reported in August, a decrease of 21.3 per cent in fatalities and an 0.1 per cent decrease in non-fatal injuries. In comparison with September, 1931, industrial fatalities show a 38.6 per cent decline and non-fatal injuries a 22.7 per cent decrease.

ACCIDENTS FOR 9 MONTHS OF 1932 SHOW 25 PER CENT DECREASE

Industry	Nine months 1932		Nine months 1931		Per cent decrease in 1932	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial -----	391	40,395	532	51,511	-26.5	-21.6
Coal mining -----	342	19,420	522	28,444	-34.5	-31.7
Transportation and public utilities -----	72	2,642	114	3,647	-36.8	-27.5
Total -----	805	62,457	1,168	83,602	-31.1	-25.3

ACCIDENTS OCCURRING DURING COURSE OF EMPLOYMENT AS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION DURING SEPTEMBER, 1932

CAUSE	Total of All Industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
TOTAL OF ALL CAUSES -----	81	7,018	7	826	10	1,901	16	1,178	19	801	1	98	3	223	3	75	---	134	5	557	7	751	10	474
Working machinery and processes -----	3	518	---	26	1	363	---	24	1	40	1	5	---	---	---	1	---	6	---	16	---	10	---	27
Boilers and pressure apparatus -----	---	13	---	1	---	6	---	1	---	---	---	---	---	---	---	---	---	---	---	2	---	5	---	1
Pumps and prime movers -----	1	12	---	4	---	3	1	---	---	---	---	---	---	---	---	---	---	---	---	---	1	---	---	
Transmission apparatus -----	---	16	---	1	---	9	---	4	---	1	---	---	---	1	---	---	---	---	---	---	---	---	---	
Elevators and hoists -----	---	46	---	3	---	13	---	14	---	2	---	---	---	1	---	---	---	2	---	6	---	3	2	2
Cranes and derricks -----	2	82	---	28	---	33	---	8	---	2	---	5	---	1	---	1	---	---	---	---	2	---	2	
Cars and engines -----	11	436	---	3	1	12	2	151	7	199	---	9	1	58	---	---	---	---	3	---	---	---	1	
Motor vehicles -----	14	385	5	41	---	106	---	3	---	---	---	3	2	28	---	9	---	2	56	4	88	1	51	
Other vehicles -----	1	36	---	3	---	14	---	---	---	---	---	---	---	---	1	3	---	---	4	---	12	---	---	
Hand trucks -----	1	66	---	11	1	33	---	1	---	---	---	1	---	3	---	---	1	---	5	---	8	---	3	
Water and air craft -----	---	2	---	---	---	1	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	
Handling objects—by hand -----	5	1,593	---	225	1	431	---	256	1	131	---	26	---	45	---	15	---	38	1	169	1	147	1	110
Hand tools -----	---	801	---	112	---	183	---	136	---	107	---	17	---	14	---	10	---	19	---	56	---	109	---	38
Electricity -----	5	36	---	1	---	8	---	10	1	9	---	---	---	3	2	3	---	1	---	---	---	1	2	---
Explosive substances -----	6	94	---	7	4	13	1	36	---	10	---	2	---	---	---	1	---	1	---	8	---	11	1	5
Hot and corrosive substances -----	---	234	---	44	---	105	---	7	---	2	---	---	---	4	---	4	---	20	---	11	---	18	---	19
Falling objects -----	21	770	---	65	---	95	12	291	9	208	---	18	---	5	---	5	---	1	---	23	---	39	---	20
Falls of persons -----	6	1,096	1	143	2	280	---	101	---	38	---	7	---	38	---	17	---	30	1	118	---	126	2	108
Stepping upon or striking against objects -----	---	441	---	70	---	113	---	82	---	32	---	2	---	7	---	3	---	9	---	56	---	35	---	32
Miscellaneous -----	5	431	1	38	---	80	---	53	---	19	---	3	---	15	---	3	---	6	1	24	2	135	1	55

*F.—Fatal.

N.F.—Non-fatal.

REHABILITATION

The following excerpt, taken from a recent presentation by Edward F. McGrady of the American Federation of Labor, gives a clear picture of the part played by vocational rehabilitation in the restoration of physically disabled persons.

"Of all the money appropriated by the Federal Government and the States, there is none spent that brings greater returns to the individuals, to the community and the State than the money that has been spent in vocational rehabilitation and vocational guidance.

"There is nothing more tragic than men, women, and children who have been stricken with disease, or stricken down by accident, and who as a result thereof are partially or wholly physically handicapped. Because of these disabilities they cannot find a place where their services are needed, so they have staring them in the face the humiliation of being objects of charity, which is naturally dreaded, knowing that they are doomed to an existence that will be on the border line of perpetual poverty. For years this was the lot of such physically handicapped men, women, and children as well as boys and girls of working age. They were literally thrown upon the human junk heap.

"The American Federation of Labor, composed of millions of working men and women in every part of the 48 States of our Union knew of the despair of these working men and women. They came in contact with them daily. The story of despair and dread of the future was heart-rending. A quarter of a century ago we advocated vocational rehabilitation for all physically handicapped persons.

"We maintain now that vocational rehabilitation is just as necessary as workmen's compensation. Vocational rehabilitation and vocational guidance start where compensation leaves off. For 12 years we have had this law, and the services it has rendered not only to unfortunate civilians, but to our disabled veterans as well, have been notable in their successes.

"It has brought hope into the hearts of our physically handicapped, and the blessings of this legislation are immeasurable.

"The number of persons needing rehabilitation in the year 1920 was approximately 50,000. In 1931 it jumped to 65,000, meaning an increase in the number of persons needing rehabilitation of about 15,000 per year.

"The records show that the number of persons served in 1930 was 20,394, and in 1931 the number was 23,935. We are quite sure that the number of people served would have been more than double the above figures if the States had sufficient money to carry on the work adequately.

"The record made of placing these rehabilitated workers in employment in 1931 deserves the greatest commendation. They placed more than 6,000 people back in industry. In addition to this they trained and have ready for placement approximately 2,500 more. In 27 States the rehabilitation appropriations have been increased over those of the preceding biennium; 11 States continued their usual appropriation.

"I want to emphasize the fact that the employment service established by Rehabilitation Bureaus is the only service for placing the rehabilitated and handicapped worker. Public and private employ-

EXPLOSIVES

The supervision of all plants manufacturing explosives has been transferred recently from general factory inspection to the Section of Mines and Quarries of the Department of Labor and Industry. There are nearly one hundred of these plants in Pennsylvania which include fireworks, dynamite, black powder, gun powder and nitro glycerine factories. Twelve of the one hundred are licensed fireworks plants.

All plants manufacturing explosives must secure from the Department of Labor and Industry a certificate of operation. In addition all buildings in which explosives are stored or manufactured must comply with State Safety Regulations.

There were 296 accidents in connection with the manufacture and handling of explosives reported during the last five years according to Thomas J. Quigley, Chief of the Mines and Quarries Section. Thirty of these were fatal.

Every report of a serious or fatal accident is sent to the local inspector for investigation. The inspector looks for violations of safety laws or Department regulations. He recommends any necessary change or additional safeguard to prevent a recurrence of a similar accident.

Organized accident prevention work is 21 years old this year. Quigley urges every firm that deals in explosives to cooperate with the Department of Labor and Industry in establishing a new record for "no accidents" with the safety movement's coming of age.

COMPENSATION BOARD

The Workmen's Compensation referees reported 2,969 cases on hand October 1, 1932; new cases assigned during the month, 524; disposals, 759; on hand November 1, 1932, 2,734. These cases include original claim petitions, petitions for modification, reinstatement, review and termination of agreements, petitions for physical examination of employee, petitions for commutation of payments assigned for the purpose of taking testimony, and cases assigned for the taking of testimony upon request of compensation commissions of other states.

During the same period there were 158 appeals filed with the Workmen's Compensation Board from decision of referees and 9 appeals to the common pleas courts of the State from decisions of the Workmen's Compensation Board.

The Board filed opinions and orders in cases appealed from Referees during the month of October, as follows:

Referee affirmed, 43; referee reversed, 5; rehearing granted, 45; rehearing refused, 4; records returned to court, 2; withdrawn, 10; to file exceptions, 1; total, 110.

Sixty-four petitions for commutation of payments were filed during the month, and 46 acted upon. Lump sum payments ordered during the month total \$11,948.10.

ment agencies in the United States are not able to handle this class of people adequately.

"In the offices of our local unions, scattered all over the 48 States, we have had continuous appeals made to us by men and women workers who have become victims of industrial accidents, as well as those who have met with accidents in the streets, and who are crippled. In every instance where we have directed these people to Rehabilitation Bureaus, they have been cared for sympathetically, intelligently, and successfully."

CHILD LABOR

As part of a State wide drive to eliminate accidents to children, a special check of all employment certificates and proof of age cards issued to minors under 18 is being made by the Department of Labor and Industry.

In a recent investigation in Luzerne County, 15 children were found in one department of a mill alone, working on cards with false dates of birth. A number were found working on cards belonging to an older brother or sister. In other cases, the child was made to appear as much as two years older than his actual age.

A blue proof of age card issued by the local school authorities is required by law for all children from 16 to 18 before they may be legally employed. This requirement is intended as a protection to employers from unintentional violation of the Child Labor Law. Children from 14 to 16 must have either a general or vacation employment certificate showing that they may not work more than nine hours a day or 51 hours a week, and must attend continuation school. The child under 16 working on any other than an employment certificate is illegally employed.

The authority for issuing proof of age cards and employment certificates, vested in local school officials has in certain districts been grossly misused. This misuse of authority and disregard for responsibility to the employer as well as to the child, by school authorities, may be illustrated by the following examples. Several cases were found in the vicinity of Wilkes-Barre where sisters in the same mill, one under 16, had cards which gave their birth dates less than six months apart in the same year. In another instance, a 15 year old boy forbidden by the Child Labor Law to work after 8 P. M., was found working from 10 P. M. to 6 A. M. in a textile mill on a card which made him out to be one year older than he was.

In most of the cases where children were illegally employed pressure was brought to bear on the issuing officer by the child's parents or members of the school board on behalf of the parents, because of unemployment in the family. The law interprets such action by the issuing officer as a violation. Section 23 of the Child Labor Law provides that a fine of not less than ten (\$10.00) dollars or more than two hundred (\$200.00) dollars or an imprisonment of not more than ten days or both, may be imposed for violation of any of its provisions.

In some instances employers have neglected to ask for proof of age assuming that the minor was the age he represented himself to be. Where the age has been incorrectly given the employment of such a child constitutes a liability. The Workmen's Compensation Law compels the employer to pay double compensation for injury to illegally employed minors.

A 17 year old boy who gave no proof of age was put to work at a power driven rip saw, an occupation prohibited to a minor under 18. His hand caught in the saw and as a result the employer was required to pay double compensation. Another boy 15 years old was working after school and on Saturday without an employment certificate. In the course of his employment both legs were broken. The employer faces the payment of double compensation for the accident which may involve amputation of one leg.

ACCIDENTS---OVERTIME

By CHARLOTTE E. CARR

Deputy Secretary and Director, Bureau of Inspection

There is a direct relationship between the Safety Movement now 21 years old and the Department of Labor and Industry, about to celebrate its 20th anniversary this coming year. Many of the safety standards now in use in industries throughout the State were brought about through the efforts of individual employers working in cooperation with the Department of Labor and Industry. When after experiment, a safeguard or safe practice was found to be both practical and necessary for the elimination of accidents, it was embodied in the State safety code by the Industrial Board.

Accident prevention has by no means reached the point where either industry or the Department of Labor and Industry may rest on its oars. Although the accident rate has been decreased over the past year, there were more than 7,500 industrial accidents reported in October. Pennsylvania's safety problem presents itself daily in the average of 250 accident reports coming to the Department of Labor and Industry.

The tragedy connected with the slight increase in employment noted during the past month is reflected in the increase in accidents. The question of a connection between accidents and excessively long hours comes up in an analysis of one day's accidents selected at random.

In only eight of the 127 cases studied were the workers employed less than five days a week. In 49 instances they worked five to six days; in 54 cases, six to seven days a week, and 8 worked seven days a week. In no case did accidents happen to employees working less than eight hours a day. Fifty-one of the 127 worked from eight to nine hours daily. Seventy-four worked from nine to twelve hours a day, and two worked 14 hours, six days a week. Three of those on a twelve hour shift worked the seven day week. One of these was a boy of seventeen employed in a candy factory on the night shift, whose hand was badly lacerated in the push bar of a wrapping machine. Another boy 18 years old, working in a textile mill 12 hours a night, five nights a week had his arm badly bruised when his loom which he thought he had shut off, started up suddenly.

Three of these accidents on this particular day happened to minors, 16 to women workers, three to quarry workers, and two in connection with elevators. Of the 127 accidents three were fatal.

Where industrial safety 20 years ago resolved itself into the simple terms of safeguarding machinery, and the education of both workers and foremen in safe practices, today it becomes a more intricate and complex problem. Many accidents occur as a result of a psychological work condition. The dreadful sense of insecurity on the job, the long hours and low wages, hungry mouths to be fed at home, and worry over unpaid bills may well be considered serious safety hazards. New manufacturing processes involving industrial poisoning threaten the lives and safety of an increasing number of workers. A realization of the seriousness of this problem has led Governor Pinchot recently to appoint a commission to study the extent of occupational disease in Pennsylvania. The commission has been asked to recommend legislation designed to prevent such disease as far as possible, and where it is impossible of prevention to compensate workers for occupational disease.

INDUSTRIAL BOARD

The following regulations and interpretations were approved by the Industrial Board at a meeting held October 21, 1932:

REGULATIONS

1. Regulations for Protection from Fire and Panic.

Amendment to Rule 253, paragraph (a), as follows: "All exit facilities shall be maintained as previously approved according to the Regulations in effect at the time of erection of the building and according to the records of the Department, *except that approved panic bolts shall be provided under the same conditions as set forth in Rule 203, paragraph (b).*"

INTERPRETATIONS

1. Regulations for Fire Alarm Systems.

Interpretation of Rule 5, paragraph (a): "It is interpreted that the requirements for supervision of fire alarm circuits as set forth in Rule 5, paragraph A of the regulations do not apply to lighting circuits which may be incorporated in a fire alarm system."

The following devices were approved by the Board:

COMPANY	DEVICE
Automatic Electric Company, Chicago, Ill.	Line per box model, three digit type fire alarm system.
Standard Electric Time Company, Springfield, Mass.	Type 450, Class B fire alarm system.
The Wickes Boiler Company, Saginaw, Mich.	Type 155-A boiler door latch for firing doors and type 155-B boiler door latch for clean out doors.
Fairmont Mining Machinery Company, Fairmont, W. Va.,	Type 156-A boiler door latch for firing doors.
Myerstown Foundry and Machinery Co., Myerstown, Pa.	Type 157-A boiler door latch for firing doors.
Neely Nut and Bolt Company, Pittsburgh, Pa.	Lock nut of the eccentric type.
Scialytic Corporation of America, Philadelphia, Pa.	Scialytic flash number 1 emergency light for hospitals.
Friedman Bros., Inc., Easton, Pa.	Needle Guard.
The Holtzer-Cabot Electric Company, Baltimore, Md.	Extension of approval of Type CGS fire alarm system as covered by certificate number 945 to include pre-signal features. (When general alarm is installed, it is to be by means of a separate box for that purpose only).
City of Johnstown, Johnstown, Pa.	Type 158-A boiler door latch.

COMPENSATION CLAIMS and the BUSINESS CYCLE

(Continued From Page 2)

as at the time of the accident?" and "Number of calendar days on which the employe was prevented from working through no fault of his own?" etc. If it is not clear that these and other like factors have been taken into consideration in computing the average weekly wage the Bureau cannot be sure that the worker is receiving the full amount of his compensation.

The only course that the Bureau can follow in such a case is to disapprove the agreement which is another explanation why claim petitions filed with the Board are not decreasing with the decrease in industrial activity and accidents.

"KICKING BACK" WAGES

Information has been received by the Department that employes on state buildings who have been forced to return, or "kick back," some of their wages to the contractors, are expecting to bring criminal action against the contractors.

The law of 1931 (144, Sec. 522) provides that contractors on state buildings who fail to pay the specified rates shall have a double penalty imposed upon them by the Commonwealth. It collects twice the amount which the employes have "kicked back." The employes do not receive any of this money. It goes to the Commonwealth.

Employes on some State buildings now being erected inform the Department that they were forced to return some of their wages, said to be about half, in order to hold their jobs. They state that when they finally refused to return this share, they were dismissed. They inform the Department that now they expect not only to file civil suit for these wages, but are requesting the district attorney to bring criminal action.

In prosecuting such criminal actions they expect to use, first, the conspiracy law, which imposes a fine up to \$500 and imprisonment up to two years. The conspiracy action will be brought against the contractor and his foreman. They expect to use, second, the blackmailing act, which imposes a fine up to \$1000 or imprisonment up to three years. In the conspiracy action these employes rely, according to this information, on a ruling by the Superior Court (Commonwealth v. Pugliese, 44 Pa. Sup. 361, 1910):

"A person may be convicted of conspiracy to cheat and defraud where he and another person received from a number of workmen different sums of money at different times by means of threats and false representations that the payment of a certain amount of money was necessary in order to secure employment for such workmen at a certain mine, and additional daily payments were to continue while the workmen were at labor in the mine. It is immaterial how the money thus fraudulently obtained was finally disbursed."

The result of these cases will be of great importance to all crafts employed on state buildings.

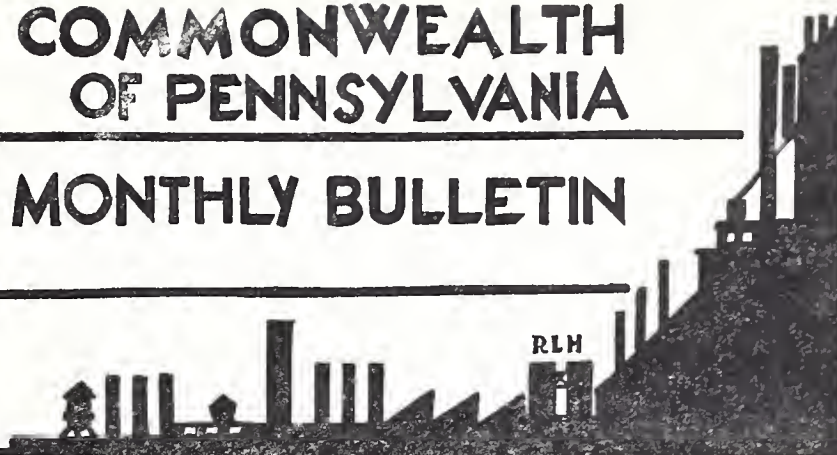
WORKERS' SECURITY COMMITTEE STARTS

(Continued From Page 1)

"In order to give full opportunity for interested citizens to present information on these subjects, the Committee should consider the advisability of holding public hearings at Harrisburg or elsewhere.

"The Committee will consist of nine members, two from the employing group, three from the public, two from labor, and two from the General Assembly. Unfortunately, the present condition of State finances will make it impossible for the State to pay the expenses of the Committee. I trust, however, that this fact will not deter any of the proposed members from accepting a part in this important work. I also trust that the Committee will have its recommendations ready for the next session of the General Assembly."

The Committee members state that they expect to give intensive study to the subject during the remaining months before the Legislative session.

LABOR**AND****INDUSTRY****COMMONWEALTH
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DECEMBER, 1932

**COMPENSATION
CHANGES**By **STEPHEN B. SWEENEY**

DIRECTOR, BUREAU OF COMPENSATION

In order to keep the compensation protection to workers from slipping backward during these years when the workers are unable to afford much legal advice, the Bureau of Workmen's Compensation suggests:

That the statute of limitations on filing of original petitions be extended from one year to two years.

Reasons:

1. The present law works a hardship in many cases where employers have failed to report the accidents and have deceived the employe (by promises or insignificant payments from benefit funds) until the one year statute has run.
2. The general tort law statute of limitations is based on two years.

That the accident reporting law be extended to include industrial disease.

Reasons:

1. The Industrial Disease Commission has been greatly handicapped in its efforts to ascertain the extent of the hazard in Pennsylvania because of the fact that we have no data available.
2. Many states include industrial disease as a compensable injury and the trend is distinctly in that direction. If Pennsylvania is to maintain its position among the more or less progressive industrial states it should pave the way immediately by taking this initial step.

That the accident reporting law be modified to require the reporting of all accidents resulting in loss of working time.

Reasons:

1. Many more serious accidents are not reported because employers are not careful to distinguish between those of two days disability and those of less than two days disability.
2. Many accidents of brief disability often have serious though postponed results. It is difficult for

(Continued on Page 8)

**COMPENSATION For
MINORS—(1931)**By **BEATRICE McCONNELL**,

DIRECTOR BUREAU OF WOMEN AND CHILDREN

There were 2,214 accidents to minors under 18 years of age reported in 1931. All accident reports were reviewed by the Bureau of Women and Children and 185, or five per cent, were referred to the Bureau of Inspection for investigation because of some indication of illegal employment. Seventy-five, or 42 per cent, of the children whose accidents were investigated were found to have been employed in violation of the Child Labor Law or of a Department regulation prohibiting the employment of a minor under 18 years of age at a specified hazardous occupation.

The amendment to the Workmen's Compensation Act, which provides for the payment of double compensation to a minor injured while employed illegally, becoming effective July 1, 1931, placed a somewhat different complexion on the disposition of such cases in 1931. The analysis of accident reports in relation to the compensation status of illegally employed minors is of necessity presented separately for the two six-month periods of the year; since for the first six months such illegally employed minors could be refused the benefits of the Compensation Law while for the last six months of the year payment of double compensation was compulsory. That the enactment of the amendment to the Workmen's Compensation Law, providing for the payment of double compensation to illegally employed minors, has already resulted in concrete benefit to the child worker can hardly be contested when the compensation status of illegally employed minors in the two six-month periods of 1931 is compared.

**THE COMPENSATION STATUS OF ILLEGALLY EMPLOYED
MINORS INJURED IN THE FIRST SIX MONTHS OF 1931**

During this six-month period 78 accidents to minors under 18 years of age were made the subject of special investigation. In 38 cases the employment of the injured minor was in violation of some provision of the Child Labor Law or of regulations prohibiting the employment of minors under 18 years of age at specified occupations. Of these 38 cases 16 were non-compensable, that is with less than seven days lost time, but in 22 cases the injuries were serious enough to be classed as

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STABILIZATION

There are experienced women workers in Pennsylvania today working a 54 hour week and receiving as little as \$2 in pay.

That fact has more to do with the bad showing of the mid-winter inventories than any other fact which might be mentioned. It has more to do with putting employers into the hands of the banks and into the hands of receivers than any other single fact in the industrial situation. It has more to do with putting whole Pennsylvania industries into a place where they can get little credit than the thoughtless observer would imagine.

As long as wages can go as low as \$2 for a long work week there is no certainty about prices. Prices can drop and drop until every clothing manufacturer, for example, reaches that sub-sweatshop level. With the course of prices so uncertain, with the rewards of unrestricted competition going to the most ruthless employer, or the one most hard pressed, it is but natural that all of them together should find difficulty in getting credit, let alone in making a profit. The fact that there is, at present, neither a controlled limitation of production nor a bottom-limit below which wages cannot be cut, is the reason why the banks are being forced into industry and why low-wage industry is being forced into bankruptcy.

Usually the discussion of stabilization ends with the conclusion that it can be done only on a national scale, and if that is impossible, it cannot be done at all. While the discussion stops the sheriff moves along up the street.

During the wait for the sheriff there are, of course, other discussions. An important manufacturer recently appealed to the workers to go to the retail stores and save his industry there. He wanted them to protest the distress-merchandise and shoddy thrown on the market at a low price. In short he wanted the workers, who might be getting as little as two dollars a week, to enter a store and say "We don't want to buy that pair of hose at 39 cents. We want to buy a pair at \$1." When he was informed by the union representatives that they could do many things, but could not influence people to stop eating for the sake of stabilizing a particular industry, he could see nothing else ahead than a whole series of bankruptcies.

It is probably less impossible to secure stabilization of production than most manufacturers think it is. A group of important silk manufacturers have found that the great bulk of the broad silk industry is inside the borders of five states. If they can secure concurrent legislation in these five states,—or even in four of them,—restricting the hours worked during the week, they can effectively limit production and keep prices from going any further down the tobaggan slide. They have

started to secure such concurrent legislation. They have not given up the best possibility open to them. The hosiery manufacturers would also find that the great bulk of their production lies within the borders of five states. Concurrent legislation restricting hours and limiting production in that fashion, could at least be attempted, as it is being attempted in the silk industry. It is not sure of success, but it offers a much better chance of securing stabilization than anything else on the horizon.

CHILD LABOR TO-DAY

Too many 14 and 15 year old children are at work in Pennsylvania today while a million or more adults are unable to secure jobs. In Philadelphia alone in September and October of this year more than 1,200 children 14 and 15 years of age left full-time school and went to work. It is significant that although in general the number of working children is decreasing, there has been an increase in certain districts of the state. In the past month a continuation school was established in one school district in Pennsylvania where never before had there been a sufficient number of employed children to require the establishment of such a school.

The concentration of these employed children in the poorly paid and less desirable jobs is only too evident. During the past year not only did the employment of children in industrial home work increase, but the increase in their employment under illegal conditions was marked. In a recent survey of the clothing industry made by the Bureau of Women and Children, children under 16 were found to constitute a considerable proportion of the working force. In some factories minors under 16 constituted as high as 25 per cent of the total work force and more than 50 per cent were under 18 years of age. The majority of these 14 and 15 year old children were scheduled to work approximately the maximum number of hours permitted under the Child Labor Law, 9 a day and 51 a week.

The meager earnings of children can never compensate for the strain of present day industrial work on the adolescent and for the lack of educational opportunity. Approximately one-half of the 800 children under 16 employed in the clothing factories visited by the Bureau of Women and Children in October received less than \$3 a week; one-fifth received less than \$2; and only five children received as much as \$10 a week.

The time has come for higher standards of employment for children in this Commonwealth. The inherent rights of the child should be recognized and available jobs should be given to adults, not to children.

EMPLOYMENT SERVICE

By RICHARD NEUSTADT

DIRECTOR, PENNSYLVANIA EMPLOYMENT COMMISSION

Men and women tramping, weary and discouraged from factory gate to factory gate, seeking employment blindly, with no simple way of learning where or how to find a market for their skill! Employers on the search for efficient workers, still forced to interview thousands of unqualified applicants or to wade through hundreds of answers to their advertisements from people without the requisite training and experience!

The economic waste and social tragedy represented in this anarchy of the labor markets is only heightened in the present depression. Moreover, it is doubtless true

(Continued on Page 8)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE,

DIRECTOR, BUREAU OF STATISTICS

INDUSTRIAL EMPLOYMENT MOVES UPWARD

For the second consecutive month industrial employment and payroll totals in Pennsylvania showed appreciable gains. Reports from more than 4,000 firms, em-

ploying more than 500,000 workers and having a weekly payroll of nearly \$10,000,000, show a 7.4 per cent increase in employment and a 21.9 per cent gain in payrolls for October as compared with September. Employment gains were disclosed for eleven of the fourteen

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Oct. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Oct. 15, 1932	Index numbers 1923-1925 = 100			week ended				
			Oct. 1932	Per cent change compared with			Oct. 1932	Sept. 1932	Oct. 1931	Oct. 1932	Sept. 1932	Oct. 1931	Oct. 15, 1932	Sept. 15, 1932
				Sept. 1932	Oct. 1931									
ALL MANUFACTURING INDUSTRIES (51) 36% -----	804	229,553	62.4	+ 2.8	-13.1	\$3,531,033	38.7	+ 7.5	-29.0		\$15.38	\$14.75		
Metal products: (12) 64% -----	239	100,230	51.0	+ 2.6	-19.2	1,287,452	25.9	+ 7.5	-39.5		12.84	12.27		
Blast furnaces -----	12	1,372	38.6	+ 4.0	+ 1.0	16,582	15.4	+13.2	-38.9		12.09	11.16		
Steel works and rolling mills -----	48	54,135	45.1	+ 1.8	-15.4	583,563	20.4	+ 7.9	-37.9		10.78	10.17		
Iron and steel forgings -----	9	808	47.3	+11.6	-31.9	12,818	29.1	+34.1	-44.3		15.86	13.22		
Structural iron work -----	10	3,045	73.5	- 1.6	-17.6	47,699	42.0	+ 8.5	-34.0		15.66	14.24		
Steam & hot water heating app. -----	14	2,981	80.8	+ 3.9	- 8.4	57,809	54.8	+29.2	-17.8		19.39	15.61		
Stoves and furnaces -----	6	446	65.9	+ 7.9	+ 1.4	10,438	53.9	+22.2	- 0.2		23.40	20.67		
Foundries -----	34	4,423	49.1	+ 0.8	-18.2	53,850	20.9	+ 6.1	-36.7		12.17	11.64		
Machinery and parts -----	44	5,565	53.0	+ 2.9	-26.0	86,611	28.2	+14.2	-40.0		15.56	14.05		
Electrical apparatus -----	22	20,429	72.4	+ 6.5	-24.5	322,476	43.7	+ 2.1	-45.1		15.79	16.42		
Engines and pumps -----	10	1,377	33.9	+ 1.5	-20.4	18,383	18.3	+11.6	-38.0		14.40	13.17		
Hardware and tools -----	19	3,822	55.2	+ 0.2	-17.9	47,578	29.6	+ 5.3	-39.6		12.45	11.90		
Brass and bronze products -----	11	1,927	53.0	+ 1.0	-13.1	29,645	29.1	+ 0.3	-39.8		15.38	15.54		
Transportation equipment: (8) 19% -----	35	14,676	37.3	+ 1.6	-31.3	240,965	20.6	+ 0.5	-51.9		16.42	16.64		
Automobiles -----	4	1,318	26.5	+ 2.3	-51.9	24,332	13.1	- 3.0	-44.5		18.46	19.49		
Automobile bodies and parts -----	11	2,699	39.8	+40.1	-19.8	56,128	27.6	+39.4	-50.1		20.80	21.01		
Locomotives and cars -----	12	5,550	20.7	- 0.5	-10.0	86,685	11.0	+ 5.8	-25.7		15.62	14.64		
Railroad repair shops -----	5	4,022	67.6	+15.0	+ 3.5	52,881	34.5	+58.3	-34.8		13.15	9.59		
Shipbuilding -----	3	1,087	24.9	-50.3	-38.4	20,939	27.3	-65.1	-50.5		19.26	27.47		
Textile products: (11) 22% -----	160	52,478	89.2	+ 5.1	- 0.4	848,305	70.6	+15.7	- 9.0		16.16	14.69		
Cotton goods -----	13	2,797	59.5	+ 4.2	- 6.7	50,290	47.9	+ 5.5	-10.0		17.98	17.78		
Woolens and worsteds -----	13	3,713	63.2	- 2.2	- 5.1	61,254	44.3	+ 2.5	-20.0		16.50	15.74		
Silk goods -----	45	18,108	102.3	+ 4.5	+ 9.6	245,391	83.4	+15.2	- 7.4		13.55	12.31		
Textile dyeing and finishing -----	11	1,208	74.3	- 5.0	-12.1	24,811	62.1	-10.6	- 9.1		20.54	21.85		
Carpets and rugs -----	9	2,256	54.5	+ 9.7	-18.7	38,171	36.2	+28.4	-38.7		16.92	14.42		
Hats -----	3	2,618	67.1	+14.7	- 8.8	58,469	61.1	+10.3	+ 5.7		22.33	23.19		
Hosiery -----	30	15,801	108.0	+ 6.6	+ 0.2	296,373	95.2	+23.8	- 1.8		18.76	16.18		
Knit goods, Other -----	13	2,518	91.1	+ 5.7	- 0.2	37,827	78.6	+27.4	+ 2.3		15.02	12.45		
Men's clothing -----	8	749	81.6	+15.1	- 1.1	9,288	59.5	+16.9	-18.2		12.40	11.73		
Women's clothing -----	7	891	87.8	- 3.2	- 8.7	8,281	56.3	- 3.8	-27.3		9.29	9.35		
Shirts and furnishings -----	8	1,819	122.2	+ 2.2	-18.7	18,150	81.3	+ 5.2	-35.1		9.98	9.70		
Foods and tobacco: (5) 30% -----	92	19,695	98.9	+ 2.3	- 5.3	339,614	80.7	+ 2.9	-14.4		17.24	17.14		
Bread and bakery products -----	27	3,476	95.4	+ 0.8	- 8.3	78,370	77.6	+ 0.1	-20.2		22.55	22.74		
Confectionery -----	13	4,536	103.0	+14.4	- 4.1	80,605	94.0	+23.2	- 9.9		17.77	16.48		
Ice cream -----	11	920	74.9	-13.7	-15.7	24,223	61.7	-13.8	-29.4		26.33	26.34		
Meat packing -----	14	1,945	94.3	+ 0.5	- 1.9	47,527	75.5	+ 1.5	-12.1		24.44	24.27		
Cigars and tobacco -----	27	8,818	97.7	- 0.8	- 4.1	108,889	74.2	- 2.2	-10.1		12.35	12.58		
Stone, clay and glass products: (3) 34% -----	65	8,701	49.0	+ 6.8	-15.1	118,138	23.8	+12.3	-38.5		13.58	12.92		
Brick, tile and pottery -----	33	2,781	49.8	+ 6.9	-27.3	31,545	21.9	+14.1	-44.4		11.34	10.61		
Cement -----	15	3,618	44.2	+ 4.0	-10.3	52,453	20.3	+ 4.1	-39.9		14.50	14.45		
Glass -----	17	2,302	59.0	+12.6	- 1.2	34,140	38.2	+25.2	-25.2		14.83	13.26		
Lumber products: (3) 17% -----	46	2,740	45.8	+ 1.1	-19.1	40,823	30.6	- 1.6	-36.4		14.90	15.40		
Lumber and planing mills -----	16	620	26.8	+ 6.3	-26.4	7,844	15.5	- 4.3	-51.7		12.65	14.13		
Furniture -----	25	1,413	52.7	+ 0.2	-17.3	22,848	35.2	- 7.6	-34.8		16.17	17.51		
Wooden boxes -----	5	707	55.7	- 0.9	- 9.3	10,131	41.3	+15.7	-19.3		14.33	12.27		
Chemical products: (5) 25% -----	57	10,383	77.2	- 2.6	- 6.5	221,044	60.2	- 4.4	-18.2		21.29	21.70		
Chemicals and drugs -----	35	1,626	52.1	+ 4.6	-18.0	32,929	41.0	+ 8.8	-28.2		20.25	19.54		
Coke -----	3	1,638	55.6	+ 0.2	- 9.6	17,266	18.6	+ 1.6	-42.8		10.54	10.40		
Explosives -----	3	422	65.6	+ 2.7	-13.8	7,964	56.9	+ 8.6	-31.4		18.87	17.86		
Paints and varnishes -----	10	881	84.7	+ 4.4	- 0.5	14,683	60.6	+11.4	-18.7		16.67	15.62		
Petroleum refining -----	6	5,816	116.9	- 6.3	- 2.5	148,202	103.9	- 9.2	-10.6		25.48	26.30		
Leather and rubber products: (4) 46% -----	44	9,516	87.4	+ 4.2	- 6.0	162,004	66.1	+10.0	-18.4		17.02	16.09		
Leather tanning -----	17	4,590	83.5	+ 3.0	-13.6	82,448	58.2	+ 6.4	-30.0		17.96	17.39		
Shoes -----	17	3,627	102.8	+ 4.9	+ 2.2	48,945	83.3	+ 3.9	- 1.5		13.49	13.63		
Leather products, Other -----	6	529	73.4	+ 9.4	+ 5.2	10,140	60.3	+ 6.0	- 6.5		19.17	19.81		
Rubber tires and goods -----	4	770	79.0	+ 1.9	- 3.3	20,471	85.4	+58.1	+ 2.3		26.50	17.13		
Paper and printing: (3) 23% -----	66	11,134	82.0	+ 0.4	-11.0	272,688	67.3	+ 3.7	-22.6		24.49	23.75		
Paper and wood pulp -----	13	3,406	73.2	- 1.6	- 7.7	64,886	50.8	+ 6.5	-20.1		19.05	17.61		
Paper boxes and bags -----	10	804	66.3	+ 8.2	-24.1	11,622	60.7	+16.7	-31.7		14.46	13.40		
Printing and publishing -----	43	6,924	86.9	+ 0.7	-10.8	196,180	74.4	+ 1.9	-22.7		28.33	27.96		

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

major industries represented in the report and substantially increased payrolls were shown for twelve of the fourteen industries.

The most pronounced gains in employment were reported for the manufacturing, anthracite coal mining, State highway construction, canning and preserving, petroleum producing, and retail trade industries. Employment increases for these groups ranged from 2.8 per cent in manufacturing to as high as 14.4 per cent in anthracite coal mining and 17.5 per cent in State highway construction. Payroll increases varied from less than one per cent in the petroleum producing, dyeing and cleaning, and laundry industries, to as high as 42 per cent for the anthracite coal industry.

EMPLOYMENT GAINS IN 41 MANUFACTURING INDUSTRIES

Reports from 804 manufacturing firms, representing more than 60 per cent of the whole manufacturing industry of the State, showed a 2.8 per cent gain in employment and a 7.5 per cent increase in payrolls for October as compared with September. Increases were shown for each of the nine major manufacturing groups, except the chemical products group where the total for the group was pulled down by a six per cent reduction in the forces employed at oil refineries. All twelve industries of the metal manufacturing group except structural iron showed modest employment increases in October. The largest gains were nearly 12 per cent in iron and steel forgings and nearly seven per cent in electrical apparatus. While the metal products industry also has shown employment gains for two consecutive months, the level of employment in this industry is at half of its normal level, and wage payments have dropped to as little as 25 per cent of their 1923-1925 average.

The transportation equipment group also showed marked recovery in employment and payroll totals during October. The 40 per cent increase shown for the eleven manufacturers of automobile bodies and parts was attributable almost entirely to the report of one large firm, which secured a big contract and immediately added 840 workers to its force, thus attaining the highest employment total since last July. Car repair shops also reported increased activity, although the current returns for this industry are preliminary and subject to revision when reports for the three largest railroads of the State are received. Shipbuilding operations were curtailed severely, showing a 50 per cent employment drop for the month. This decrease was due to the completion of work on three ships during October.

INCREASE IN TEXTILES AND CLOTHING CONTINUES

The extraordinary gains in employment and wage pay-

ment totals shown for September in the textile industries were not repeated in October, but the September increases were fairly well maintained. Cotton, silk, and knit goods exhibited further gains, while employment in woolen and worsted mills and dyeing and finishing plants felloff somewhat. In the clothing industries, except women's clothing, employment gains continued and in some groups, particularly hosiery and men's clothing, employment totals were only slightly below levels for the corresponding month last year.

Other industries of the manufacturing group that showed substantially increased employment and payroll totals for October, included the confectionery, brick and pottery, glass, lumber, leather, and paper-box and bag industries.

LOW EARNINGS OF FACTORY WORKERS

While undoubtedly there has been a considerable increase in the number of persons employed in the manufacturing industries of the State during the last few months, the workers are by no means on a full-time basis, nor are the average earnings of manufacturing workers anywhere near their normal level. Reports from 570 manufacturing plants, which give information as to time worked, show that workers in these industries during October averaged only 33.3 hours of work a week as compared with 31.5 hours a week in September. Average weekly earnings of workers in all manufacturing industries for October were \$15.38 as compared with a weekly average of \$14.75 in September. Weekly earnings of workers in individual industries of the manufacturing group for October averaged from as little as \$9.29 a week in the women's clothing industry to as high as \$28.33 a week in the printing and publishing industry.

NON-MANUFACTURING INDUSTRIES

Employment in anthracite coal mining for October increased 14.4 per cent over September, according to reports received from 153 anthracite operations. Weekly payrolls increased 42 per cent. The October level of employment and payrolls in the anthracite industry, however, was 26 per cent below that for the corresponding month last year. Employment in bituminous mines for October increased only one per cent over September, but payrolls were nearly 13 per cent higher.

Reports from more than 1,000 Pennsylvania building contractors show that employment on building construction work in October was 3.5 per cent less than in September. October usually is the first month to reflect slackened activities due to seasonal influences. The index of building employment for October was at the lowest point reached since this information was first collected

HOURS WORKED AND HOURLY EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA

GROUP AND INDUSTRY	No. of plants reporting	No. of wage earners—week ended Oct. 15, 1932	Total weekly wages week ended Oct. 15, 1932	Total weekly employe hours—week ended			Average hourly earnings week ended	
				Oct. 15, 1932	Sept. 15, 1932	Per cent change	Oct. 15, 1932	Sept. 15, 1932
ALL MANUFACTURING INDUSTRIES (47) -----	570	173,751	\$2,595,671	5,783,257	5,329,696	+ 8.5	\$.449	\$.458
Metal products -----	203	88,790	1,118,493	2,240,801	2,058,363	+ 8.9	.499	.509
Transportation equipment -----	28	12,635	201,696	387,571	374,246	+ 3.6	.520	.549
Textile products -----	95	34,538	539,354	1,599,243	1,397,733	+14.4	.337	.338
Foods and tobacco -----	60	10,202	176,717	459,504	444,746	+ 3.3	.385	.384
Stone, clay and glass products -----	39	6,330	83,559	199,924	181,232	+10.3	.418	.413
Lumber products -----	40	1,820	29,583	68,748	64,374	+ 6.8	.430	.489
Chemical products -----	23	6,455	157,890	271,797	288,783	- 5.9	.581	.593
Leather and rubber products -----	28	4,815	94,294	222,124	201,884	+10.0	.425	.416
Paper and printing -----	54	8,166	194,085	333,545	318,335	+ 4.8	.582	.585
Building construction -----	994	7,660	172,547	259,908	265,789	- 2.2	.664	.663
Street and highway construction -----	45	1,452	21,091	49,776	67,892	-26.7	.424	.388
Other construction -----	63	3,648	80,284	153,398	159,463	- 3.8	.523	.518

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants report- ing	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended Oct. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll— week ended Oct. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Oct. 1932	Per cent change compared with			Oct. 1932	Per cent change compared with		Oct. 15, 1932	Sept. 15, 1932
				Sept. 1932	Oct. 1931			Sept. 1932	Oct. 1931		
Anthracite coal mining ² (63%) -----	153	87,359	62.1	+14.4	-26.4	\$2,652,858	56.0	+42.0	-26.6	\$30.37	\$24.47
Bituminous coal mining ³ (52%) -----	347	50,561	69.3	+ 1.1	- 8.0	629,206	33.6	+12.7	-31.7	12.44	11.16
Quarrying & non-metallic mining (22%) -	59	2,616		+ 0.4		32,244		+ 4.1		12.33	11.89
Construction:											
Building (30%) -----	1,054	8,005		- 3.5		179,921		- 3.2		22.48	22.40
Street and Highway: (100%)											
State -----	4	47,179		+17.5							
Municipal -----	15	341		- 0.9		4,903		+ 3.2		14.38	13.81
Contractors -----	32	1,350		-14.5		20,451		-22.1		15.15	16.63
Other construction -----	69	3,797		- 9.2		84,165		- 1.8		22.17	20.48
Canning and preserving -----	38	3,379		+10.6		43,680		+12.8		12.93	12.67
Crude petroleum producing -----	21	557		+ 9.0		12,666		+ 0.9		22.74	24.57
Dyeing and cleaning (20%) -----	22	1,138		+ 0.1		20,642		+ 0.3		18.14	18.09
Hotels (61%) -----	193	10,084		+ 0.4		130,597		+ 1.8		12.95	12.77
Laundries (20%) -----	43	3,295		- 0.5		50,199		+ 0.1		15.23	15.15
Street railways (50%) -----	5	11,197	66.1	- 1.6	-13.5	290,962	53.3	+ 1.9	-31.3	25.99	25.14
Public utilities (65%) -----	703	59,886		- 1.8		1,613,361		- 2.0		26.94	27.01
Retail trade (8%) -----	344	26,371		+ 9.9		512,937		+12.3		19.45	19.04
Wholesale trade (3%) -----	130	3,201		+ 0.2		87,108		+ 2.2		27.21	26.67
Total—non-manufacturing (30%) -----	3,228	273,137		+11.5		6,365,900		+31.2		23.31	21.02
Total—manufacturing (36%) -----	804	229,553	62.4	+ 2.8	-13.1	3,531,033	38.7	+ 7.5	-29.0	15.38	14.75
GRAND TOTAL (35%) -----	4,032	502,690		+ 7.4		9,896,933		+21.9		19.69	19.81

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

² Reported by the Anthracite Bureau of Information.

³ Chain index—January, 1929=100.

⁴ Data from Department of Highways' report, November 1, 1932. Not included in totals.

from building contractors in 1926. The only notable gains in the building trades in October were in the plastering and lathing, and plumbing, heating, and roofing groups.

The number of workers employed on State highway construction and maintenance work in October totaled 47,179, as compared with 40,151 in September, a 17.5 per cent increase. Forces engaged in State highway construction for October, 1932, were more than double the number employed four months ago.

Activity in canneries as indicated by employment totals was 10 per cent higher in October than in September.

October marks the seasonal peak of employment in this industry.

Forces of retail stores were being enlarged in readiness for the fall and Christmas trade. Employment for the 344 retail establishments reporting for October was nearly 10 per cent higher than in September.

NUMBER WITHOUT WORK IN STATE ESTIMATED AT
1,099,444 FOR OCTOBER

The number of totally unemployed workers in Pennsylvania for October, 1932, is estimated by the Depart-

ACCIDENTS OCCURRING DURING COURSE OF EMPLOYMENT AS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION DURING OCTOBER, 1932

CAUSE	Total of All Industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
	*																							
TOTAL OF ALL CAUSES	100	7,486	2	757	14	2,000	26	1,567	15	941	2	95	9	221	1	74	2	43	9	625	9	586	11	577
Working machinery and processes	4	543		28	2	387		29	2	31		6		1		5		1		22		4		29
Boilers and pressure apparatus		8				3						1								1		2		1
Pumps and prime movers		15		7		4		1		1												1		1
Transmission apparatus		16		1		9		3				3												
Elevators and hoists	2	53		4	1	14		15		6							1	1		8				5
Cranes and derricks	2	64		18	1	27		8		3		3	1							1		3		1
Cars and engines	13	503		3	1	22	1	191	4	216		7	6	58		1			1	1		1		3
Motor vehicles	13	390		32	1	108		1		1		7	1	37	1	2			4	70	1	79	5	53
Other vehicles	2	47		3		17		3				1				5				4	1	7	1	7
Hand trucks		70		15		32						1		6				1		8		6		1
Water and air craft		3		1		1								1										
Handling objects—by hand	3	1,725		197		490	2	340		153		31		46		14		11		185	1	126		132
Hand tools	1	854		104		190		184		127		6		11		10		5		73	1	92		52
Electricity	2	49		5		9		14		12			1	4					1	2		1		2
Explosive substances	5	104		5		24	3	30	1	14				2		2				3		15	1	9
Hot and corrosive substances	1	207		29	1	104		12		7		1				1		3		10		13		27
Falling objects	29	882		58	1	90	18	404	7	236	2	14		5		4		2		18		29	1	22
Falls of persons	15	1,139	2	149	4	287	2	185		59		7		31		23	2	15	1	126	3	107	1	150
Stepping upon or striking against objects	3	447		62	1	109		92		39		3		8		5		3		70	1	28	1	28
Miscellaneous	5	367		36	1	73		55	1	36		4		11		2		1	1	23	1	72	1	54

*F.—Fatal.

N.F.—Non-fatal.

ment of Labor and Industry at 1,099,444, or 29.5 per cent of the working population. This is a decrease of 103,742, or 8.6 per cent, as compared with the total for September, but is 345,265, or 45.8 per cent, more than the estimated number out of work a year ago. October is the second consecutive month to show an appreciable decrease in unemployment. The peak of unemployment was reached in July, 1932, when the total number of persons out of work in Pennsylvania was estimated at 1,267,606, or 34.1 per cent of the working population.

Reduced unemployment was shown for each of the State's 67 counties in October. Twenty-three counties that showed reductions in unemployment totals of 10 per cent or more included Adams, Bedford, Centre, Cumberland, Franklin, Fulton, Juniata, Lackawanna, Lancaster, Luzerne, Monroe, Montour, Northumberland, Perry, Pike, Potter, Schuylkill, Snyder, Sullivan, Tioga, Union, Wayne, and Wyoming. In Philadelphia County the estimated number of unemployed was reduced from 286,525 in September to 259,968 in October, a 9.3 per cent decrease. In Allegheny County, the number of unemployed is estimated to have decreased from 191,621 in September to 177,752 in October, 7.2 per cent decline.

BUILDING OPERATIONS DROP SHARPLY IN OCTOBER ..

Building operations in Pennsylvania slumped badly in October. Reports to the Department from building inspection offices in 45 municipalities show a volume of building for October aggregating only \$1,849,990, a decrease of \$572,092, or 23.6 per cent, as compared with September, and a reduction of \$4,127,210, or 69.0 per cent, as compared with October, 1931.

Failing to maintain the improvement shown for September, permits for the construction of residential buildings in October dropped \$107,730, or 17.7 per cent, below September and \$340,041, or 40.4 per cent, below the amount for October, 1931. Permits for residential construction in the 45 municipalities aggregated \$500,406 in October, 1932, \$608,136 in September, 1932, and \$840,447 in October, 1931.

Permits for non-residential building construction in October declined \$622,961, or 53.0 per cent, as compared with September, and \$3,587,392, or 86.6 per cent, as compared with October, 1931. The volume of permits issued for churches, gasoline and service stations, and mercantile buildings showed some improvement over a year ago, but construction totals for private garages, institutions, public works and utilities, and school buildings showed big losses.

Permits for building construction work in 45 Pennsylvania municipalities totaled \$27,171,501 for ten months of 1932 as compared with \$68,182,284 for the corresponding period in 1931, a decrease of \$41,010,783, or 60.1 per cent.

INDUSTRIAL PICK-UP BRINGS INCREASE IN ACCIDENTS

The gain of industrial employment and payroll totals for October was reflected in the increased accident total for the month. Reports of 100 fatal and 7,486 non-fatal accidents were received at the Bureau of Workmen's Compensation during October as compared with 80 fatal and 7,018 non-fatal accidents reported in September, an increase of 25 per cent in fatalities and 6.6 per cent in non-fatal injuries.

The increase of accidents as compared with the increase in employment and payrolls for October as compared with September for the major industries of Pennsylvania is shown in the following table:

Increase of Industrial Accidents Compared with Increased Employment and Payrolls, September-October, 1932

Industry	Increase in accidents	Increase in employment	Increase in payrolls
	Per cent	Per cent	Per cent
Manufacturing	+ 5.4	+ 2.8	+ 7.5
Anthracite coal mining	+33.4	+14.4	+42.0
Bituminous coal mining	+16.6	+ 1.1	+12.7
Quarrying	— 2.0 ¹	+ 0.4	+ 4.1
Trade	+12.8	+ 8.8	+10.7

¹Decrease.

Employers must realize that increased employment will be accompanied by increased accidents unless effective accident prevention effort accompanies the increase in employment. Attention to safety measures at this period is all the more necessary because many of the workers are returning to hazardous occupations following many months of idleness. Memory of safety principles and practices undoubtedly has been dulled, and a new consciousness of safety habits must be formed. Accidents are costly, not only in direct costs but in many indirect ways such as the time lost by fellow workers and foremen and supervisors, machine damage and material spoilage, and interrupted production. Industrial accident prevention is a real economy that should have the attention of every employer interested in reducing production costs.

The amount of compensation awarded for 10 months of 1932 totals \$9,437,110, or \$2,696,684, or 22.2 per cent, less than the total for the corresponding months of 1931. The number of compensable accident cases for the same period show a 22.4 per cent reduction.

Accidents Show 25 Per Cent Decrease

Industry	Ten months		Ten months		Per cent	
	1932		1931		decrease in	
	Non-Fatal	Fatal	Non-Fatal	Fatal	Non-Fatal	Fatal
General industrial	438	45,078	586	57,742	—25.2	—21.9
Coal mining ...	383	21,928	574	32,095	—33.3	—31.7
Transportation and public utilities	82	2,937	123	4,068	—33.3	—27.8
Total	903	69,943	1,283	93,905	—29.6	—25.5

INDUSTRIAL BOARD

The following interpretation was approved by the Industrial Board at the meeting held November 18, 1932:

INTERPRETATION

Regulations for Protection from Fire and Panic.
Interpretation of Rule 403:

"That Rule 403 of the Regulations for Protection from Fire and Panic does not apply to the oil supply of a furnace used exclusively for demonstrating purposes provided: 1. That the tank be of not over 5 gallons capacity. 2. That the boiler is not connected with any heating system. 3. That a valve be provided between the tank and the furnace and that this valve be kept closed at all times except during actual demonstrations."

The following devices were approved:

COMPANY	DEVICE
Stanley and Patterson, New York City.	Type L, Class B fire alarm system.
Heppenstall Company, Pittsburgh, Pa.	Type 159-A boiler door latch.

COMPENSATION FOR MINORS

(Continued from Page 1)

compensable. The liability for the compensation payments was assumed by the insurance companies in 16 cases; in six, compensation was refused. The refusal of compensation in six out of 22 cases brings the proportion of refused compensation cases slightly lower for this six-month period of 1931 than for the preceding year. Compensation was refused to one girl and five boys. Although the ages of these minors ranged from 10 to 17 years; all but one were under 14 years of age.

The Bureau of Women and Children has been investigating refused compensation cases since 1925, and 1931 was the first year in which there was no instance of refusal of compensation to a minor who had sustained a permanent disability as the result of an industrial accident. There was one fatal accident in 1931, the other five were of a less serious nature and resulted in temporary disabilities.

In one case where a 13-year-old boy had been employed illegally as a messenger his family refused to accept a compensation agreement and took the case to court. An award for \$1,250 was secured which netted the boy slightly more, even after his lawyer's fees were paid, than he would have secured under a compensation agreement. Medical expenses only were paid in two cases. A 17-year-old boy who sustained a fractured arm while employed illegally as a truck driver received no redress whatever and his medical bills are still unpaid. Two cases are still pending. In one case the medical expenses will probably be met through public liability insurance. In the other where a 13-year-old boy employed to deliver papers was killed in a street accident, the family is bringing suit for damages against the driver of the truck which struck the boy.

THE COMPENSATION STATUS OF ILLEGALLY EMPLOYED MINORS INJURED IN THE SECOND SIX MONTHS OF 1931

In the second six months of 1931, 107 accidents to minors under 18 years of age were made the subject of special investigation. In 39 cases the employment of the minors was found to have been in violation of the Child Labor Law or at an occupation prohibited to a minor under 18 years of age. Of these 39 cases 12 were non-compensable, and 27 compensable. The disposition of the 27 compensable cases is as follows:

Double compensation awarded	19
Employer refused to pay and minor refused to file claim petition	3
Pending	5

All but three of the cases where double compensation was awarded have been paid in full. In one case the employer, after paying part of the double compensation, went into bankruptcy. He promises to complete the payments when he is financially able to do so. In two cases the final award was made only a few days ago and the Department has not yet received notice of final payment.

It is perhaps a commentary on the general employment situation that in two of the three cases where the employer refused to pay the additional compensation and the minor had returned to work for the same employer, the refusal to file a claim petition to secure the payment of the additional compensation from the employer was based on the fear that such action would jeopardize "the job." In the third case the mother of a 15-year-old boy, who had lost the first joints of two fingers while operating a power meat grinder, refused to accept a compensation agreement and brought a suit for damages

against the employer. This case has not yet come to trial, but the attorney seemed to feel that there was little reason to hope for a favorable verdict.

Double compensation was awarded to seven girls and 12 boys, ranging in age from 13 to 17 years.

MINORS BY AGE

Age	Number
13	1
14	—
15	8
16	5
17	5
Total	19

Additional compensation figured in four permanent disability cases, and in 15 where the disability was temporary. The double compensation involved in these 19 cases amounted to \$1526.48. The largest single award was \$595 to a 16-year-old girl who had lost three fingers in a punch press. The next highest award was \$450 to a 15-year-old boy who lost the sight of an eye while he was employed without an employment certificate. The injuries sustained by these illegally employed minors ranged from slight bruises to fractured bones in the temporary cases, and from the loss of one-half a finger to the loss of an eye in the permanent disability cases.

The soundness of the principle laid down by the Pennsylvania Child Labor Law of safeguarding minors from occupations in which the hazard is unduly great is emphasized by the fact that of the four permanent disability cases in which double compensation was awarded to the injured minor, three resulted from the illegal employment of a minor at an occupation which had been prohibited because of the hazard of that particular occupation.

DOUBLE COMPENSATION CASES BY TYPE OF VIOLATION

Prohibited occupations	9
Punch press operator	4
Truck driver	1
Elevator operator	1
Cleaning machinery in motion ..	1
Printing press operator	1
Woodworking machine operator ..	1
No employment certificate	7
Illegal hours of work	2
Under legal age of employment	1
Total	19

The administration of the section of the Compensation Law which provides for the payment of double compensation to illegally employed minors presents certain problems not encountered in the general administration of the Compensation Law. The importance of setting up a procedure which would provide the most effective enforcement of this section of the law has been recognized. Since an experimental check, made by the Bureau of Women and Children, on the accuracy of age given on the accident reports revealed considerable inaccuracy, the Bureau of Workmen's Compensation has inaugurated a system of checking the age of every minor whose age is reported to be 18 years or less. The date of birth and the number of the employment certificate or the age certificate is secured from the school records where possible or, if not available there, the employer is requested to furnish this information or other evidence of age. The Bureau of Women and Children continues to review all reports of accidents to minors under 18 years of age, referring to the Bureau of Inspection all

(Continued on Page 8)

COMPENSATION CHANGES

(Continued from Page 1)

the employe to refresh the employer's mind regarding these accidents to the extent that he will willingly report them at a later date. This puts a very heavy burden on the employe to prove the fact of the accident.

3. This will not impose any great hardship on insurance companies or employers.
4. Many other states require this.

That the feature of the law requiring interest payments be clarified definitely to cover interest from the date payment was originally due.

That the compensation of former employes of the State who were injured in State service before June 1, 1929 be transferred to the State Fund.

Reasons:

1. Employes injured since 1929 are covered by the State Fund.
2. This amendment would complete the separation of the Bureau from the necessity of contesting or at least questioning claims.
3. It would simplify the Department of Labor's budget.

That the limitation of one year on the power of the Board to rehear cases, as found in Section 426 of the Act, be removed.

Reasons:

1. The Board finds itself handicapped under this section in many cases where additional evidence has been brought to light or later circumstances show previous decisions to have been in error.
2. Insurance companies are also desirous of re-opening cases where gross fraud or other injustice has come to the attention after one year from the date of the Board's award.

EMPLOYMENT SERVICE

(Continued from Page 2)

that a large percentage of these will never again obtain employment in the occupations that formerly sustained them but that have now been swept away by new technological processes or by changed economic conditions.

There can be no blinking these facts nor any shirking the consequent responsibility for adequate relief throughout the entire period of economic maladjustment. In our search for systems of social organization that will mitigate the shocks and extent of future depressions that we may not yet know enough to make impossible, we must not overlook the simple mechanism of our public employment service that lies at the heart of so many of our present and future industrial problems. * * * *

A public employment office is not an entity by itself. The mere number of placements made never was nor ever should be the sound measure of its accomplishment. Rather is it the natural meeting place of employer and worker, and the best center for gathering and interpreting all the facts regarding the demands for and effective supply of labor. As the coordinator of all the placement effort within the community, it can vitally relate all communal efforts to the fluctuating conditions and needs of industry.

Our whole system of vocational education must be more effectively geared to the shifting industrial demand. The entire plan of industrial training must be revised

COMPENSATION OF MINORS

(Continued from Page 7)

cases where there is any indication of illegal employment. When an investigation shows the minor's employment to have been in violation of the Child Labor Law the case is immediately referred to the Bureau of Workmen's Compensation for the collection of double compensation. The case is then assigned to the adjusting section of the Compensation Bureau and action is immediately taken to have an agreement signed for the additional amount due from the employer. If the employer refuses to sign this agreement the minor is advised to file a claim petition. In three of the 19 cases awarded double compensation in 1931, claim petitions had been filed and the award affirmed by the referee. In contested cases the Bureau of Women and Children works with the Bureau of Workmen's Compensation, making special investigations where necessary and attempting in every possible way to assist in the speedy settlement of the case.

It is significant that in the first half of the year, six young workers were refused the benefit of the Compensation Law while in the second six-month period, 19 young workers were paid \$1,526 in addition to the payment of medical expenses and regular compensation benefits. More important than the extra benefits paid to a child, unfortunate enough to have been injured in an industrial accident, is the prevention of his employment under conditions which make more likely the possibility of accident. There are indications that this amendment to the Workmen's Compensation Law has already had the effect of establishing more careful employment policies in connection with the employment of children thus reducing illegal employment and accident hazards for children at the same time. Half a year is too short a period in the administration of any law on which to base any outstanding deductions, but there is every reason to believe that in the safeguarding of conditions of employment and in the field of workmen's compensation a new day has dawned for the child worker in Pennsylvania.

and extended over our adult workers so that those who are flung out of their usual work by labor saving devices may quickly be retrained for some new field of endeavor.

In all these new stabilizing developments to meet new social needs, the public employment service is the essential mechanism for securing accurate industrial knowledge and for directly contacting the workers, with which they must all mesh. It is the central point for effectively administering the work phases of all our relief efforts. The extension of public works and the development of work-relief projects in times of depression can obviously function best through such an employment service. Obvious too is its importance in the development of any plan of unemployment reserves—private or public. Only now are we all coming to recognize the major role to be played by employment exchanges in the great task of retraining, reorienting and replacement of our great army of unemployed back into industry.

Pennsylvania has had a state employment service for the past twelve years. In recognition of the need for strengthening it so that it could effectively meet its new tasks and enlarged responsibilities the Commonwealth launched a four year project of development in 1931. The non-political Employment Commission that has since been financed by private funds as well as by a small public appropriation has already accomplished enough to assure the accomplishment of an improved statewide service within the next biennium.

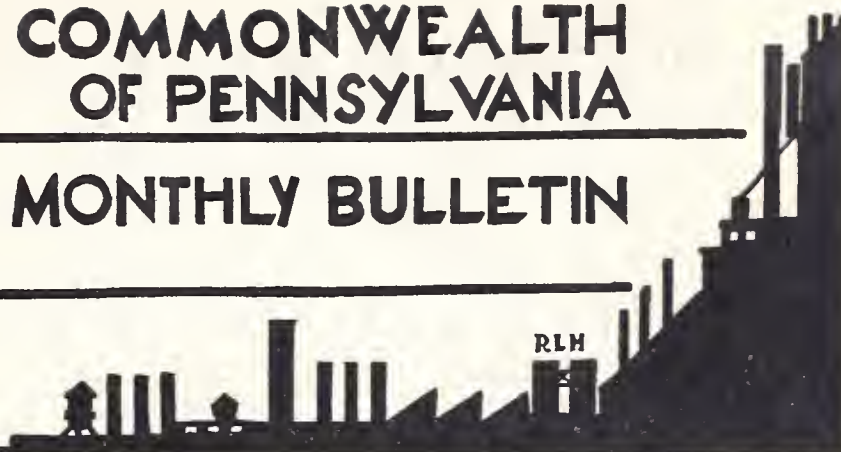
LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



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January, 1933

WHEN WOMEN WORK

About nine o'clock one evening an investigator of the Bureau of Women and Children walked quietly up to the kitchen door of a home in Pittsburgh, knocked on the door and when it was opened saw gathered around the kitchen table the whole family of children ranging in age from five to 15 years, busily engaged in wrapping screws. This family was engaged in industrial home work and these young children were being deprived of their opportunity for sleep, for play and for any other normal activity and compelled to work long hours on this monotonous poorly paid home work. In Philadelphia not long ago a little wan 10-year-old boy was found to be spending all his waking hours outside of school helping his mother "finish" men's coats. The investigator visiting his family sat down with the father and went into the situation carefully and found that the little boy's work, at the highest possible estimate, was adding not more than 50 cents to the weekly pay check of the family. The prevention of this type of exploitation of little children in what often amounts to the worst kind of sweatshop work; and the proper regulation of hours for women engaged in industrial processes in their own homes is an important phase of the work of the Bureau of Women and Children.

A great variety of articles are manufactured or finished by industrial home workers. Much of the work is on clothing and involves articles used by infants and children. The maintenance of standards of sanitation and the assurance that such articles are not possible carriers of disease is a matter of vital importance to the consumer. When the epidemic of infantile paralysis broke out in Philadelphia and surrounding counties a few months ago, particular precautions were taken to prevent the carrying on of home work in any home where a member of the household had been stricken with this dread disease. One home-working family having a child ill with infantile paralysis was found. The employer was immediately notified and the necessary precautions observed, that there should be no possible danger of the carrying of the in-

(Continued on Page 11)

WHAT 84 INSPECTORS DO

An inspector's job calls for more head work, more foot work, more diplomacy, more firmness, more courage to carry on than the average layman ever dreams of. Years of experience are necessary before an inspector can begin to acquire all the information he is expected to carry around in his head.

In the minds of most people, the mention of the Bureau of Inspection brings up a vision of hundreds of factory inspectors all through the State, going about their work of checking on safety guards on machinery in factories.

The real truth of the matter is that the Bureau has a staff of only 84 inspectors. Of these 65 are general inspectors, including six women in charge of working conditions of women and children, eight are boiler inspectors, six elevator inspectors, five mine and quarry inspectors, and nine bedding and upholstery inspectors.

These 65 general inspectors are required to inspect every factory, store, or other place where people are employed in the State. There are about 32,000 factories and about 135,000 retail stores according to the last census. In addition they must inspect every theatre, motion picture house, school, hotel, hospital, apartment house, and other place of public assembly in the State, excepting those in Philadelphia, Pittsburgh, and Scranton. In factories and stores, the inspection covers accident prevention, working hours of women and children and general sanitation. In other buildings it covers principally protection from fire and panic. Exclusive of the work to be done in connection with protection from fire and panic, there are, according to the census 167,000 establishments to be visited. The six women inspect only for working hours and conditions of employment of women and children. In Pennsylvania there were, according to the 1930 census 803,892 women and 156,351 children under 18 years of age gainfully employed.

The work of the eight boiler inspectors requires the semi-annual inspection of some 7,000 power boilers and

(Continued on Page 12)

LABOR DEPARTMENT COSTS
(Exclusive of Coal Mine Inspection)

	<i>Number of industrial workers</i>	<i>Cost per worker, 1932</i>	<i>Department's per cent of total budget, 1930</i>
New York ...	4,834,983	\$.59	1.22
Ohio	2,161,329	.47	2.04
Pennsylvania ..	3,254,919	.33	1.16

P38.14

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January, 1933

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*This issue, by request, consists of descriptions
by the Bureau Directors, of the services given to
the people of the Commonwealth by their divisions.*

WHEN A MAN IS HURT

A Philadelphia truckman was injured at his work last July. As soon as such an injury occurs the wheels of the workmen's compensation system are supposed to be set in motion for automatic justice. The employer reported the accident to his insurance company which in turn reported it to the Bureau of Workmen's Compensation. The next step should have been the filing of a corrected agreement between the injured worker and the insurance company for the amount of compensation prescribed by law. In this case, one agreement was received and disapproved, after which another agreement was submitted but disapproved. The bone of contention with the insurance company was the average weekly wage which must be correctly determined if the worker is to receive the correct amount of compensation.

The particular insurance company involved in this case is one of those which becomes most impatient over any questioning of their method of settling cases. In this instance their impatience gained them nothing because the Bureau stuck to its program of insisting on sufficient information to determine whether or not the amount submitted as the worker's average wage was the correct one. The first agreement showed an average wage of \$6.00. The second agreement showed an average wage of \$7.00. When a third agreement was finally filed toward the end of December, which included sufficient information to allow the Bureau to check the correctness of the wage, the insurance company had finally arrived at a wage of \$16.50, 65% of which gave a weekly compensation rate of \$10.73. This was almost twice as much as this defenseless worker would have received if the Bureau had not taken the time and trouble to administer the law most carefully.

Many heart rending letters are received by the Bureau to which hopeless answers must be given because of the feature of the law which says that unless a claim is filed within one year from the date of accident, the injured worker is forever barred from using the machinery of the Workmen's Compensation Bureau to help him collect any payments from his employer. The Bureau is constantly striving to find ways to make sure that all accidents are reported within a reasonable length of time so that the worker may be informed of his rights before it is too late. When it is necessary to notify an inquiring worker that he has been made the victim of the statute of limitations a post card is now enclosed asking the

worker to give reasons why he failed to report the accident earlier. One of these recently resulted in the following reply: "Because they said I would not get any compensation but would still hold my job for me and I didn't know where to report this to until I received your address from a man about two weeks ago. I also made a report of my injury to the company when I was hurt. My eye is not as good as it was before hurt either."

If this man has lost the use of his eye he should be receiving 65% of his wages for over two years. This is small enough recompense for such a handicap but even this is now denied him because the employer was sharp enough to hold the loss of his job over his head as a threat until the end of the year at which time the statute of limitations began to run.

This is just one side of the picture, however. The Bureau's field force is constantly throwing its support to honest employers and insurance companies to defeat fraudulent claims of malingering workers who are just as much a menace to a sound compensation system as are the dishonest employers.

In a recent case in York, an injured man had filed a claim petition because of the insurance company's refusal to pay him compensation as they felt that they had clear cut evidence that he had been working as a partner rather than as an employee. These facts were developed without question when the Bureau's local adjuster interviewed the man regarding his claim. Naturally the adjuster advised him to desist from pressing his claim, but because of bad advice from an over zealous lawyer the injured man decided to build up a case for himself and attempt to collect from the insurance company which carried the compensation insurance for the partnership.

This company was wise enough to subpoena the Bureau's adjuster and when he was questioned under oath, the true facts were developed and the referee threw out the case with a sound reprimand to both the lawyer and claimant.

In times such as these when unsocial insurance companies and employers are using every means to reduce expenses, legitimate or otherwise, and short sighted workers are trying to turn compensation into unemployment relief, the Bureau is indeed fortunate in having, by and large, a fine esprit de corps which enables it in spite of drastic personnel cuts, to continue to fight for a fair deal for both employer and employee. The unfortunate part of the necessity for economy is that while there is elasticity in the Bureau's functions there is little elasticity in the sum total of the Bureau's duties. Decreases in work due to fewer accidents in periods of unemployment are replaced by increases in work due to the necessity for greater vigilance in protecting our sound, essentially American plan of injured worker's relief.

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When Women Work	Beatrice McConnell
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Keeping Up Standards	John Campbell
Why Labor Statistics?	William J. Maguire
Men In Trouble	Stephen Raushenbush
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JOB-HUNT HARDSHIPS

In all of the fourteen offices of the Bureau of Employment, the superintendents and interviewers each day are able to give a particular service to applicants for employment. One of the greatest problems that confronts the man who is jobless is the lack of knowledge as to where he could go to look for employment that is adaptable to his experience and training. This is particularly true of the person who was employed for one concern in a specialized line of work for a number of years.

An example of the problems of this type of worker was experienced in one of the local offices recently. A man of unusual ability had been employed for some time in the advertising department of a manufacturing industry, but through the usual process of reducing overhead costs to compare with production, he had been released. He followed the usual procedure of filing his application with the local State Employment Office and to interviewing concerns who employed men in the same line of work. The answers he received from other employers were that they too were reducing their overhead expenses wherever possible. There is nothing that is more discouraging then calling on employers, endeavoring to sell your services, and to receive the same reply "Sorry, but we have nothing at present."

After weeks of this job hunting process, he again stopped in the State Employment Office to see if anything had turned up and with the help of the interviewer they went over the job opportunities of the city to see where a man of his experience might be used in a similar line of work. The interviewer asked if he could write advertising copy for newspapers and feeling that he could, the interviewer made arrangements for him to meet the advertising manager of the local paper. He met him and luckily a position happened to be open, which, although it paid less than he formerly earned, was very acceptable and was promising for the future.

Our industrial world has become so complicated that it is impossible for a man to know job opportunities even in his own community where he can use his training to advantage.

The hand-to-mouth buying system which has prevailed in the last three years has made the Public Employment Service more important in the industrial system. This system of buying has especially affected job shops. An order is received and men are put to work and when the order is completed, they are released. Specialty machine men find that through the State Employment Office they can secure fairly steady work by part time employment with two or three of these job shops.

Waiters and waitresses use the same system in hotel employment by getting extra work at banquets, cleared through the State Employment Service.

In our present system of administering relief, there is very little provision made in our present day arrangement for the man who has been self-supporting and in prosperous years accumulated a reserve which he invested in a home. Relief of course is only available to those that are destitute and opportunity for employment on many public projects is limited to those who are receiving relief.

A large percentage of the applicants at the Employment Offices during the past two years are men and women who have been self-supporting and are tax payers. They are anxious to secure employment so that they may retain their homes that they have saved for years to attain. The office has been practically their only means of receiving first hand information of business conditions and knowledge of possible job opportunities.

In every conference that has been held on the subject of unemployment and the means of alleviating unemployment, during the past ten years, the recommendation that is always made is that an adequate system of Public Employment Offices should be maintained. That communities during the present depression feel the need of a labor exchange is evidenced in the number of requests that have been received by the Secretary of Labor and Industry for a Public Employment Office in cities where there are none, and where there has been a thought of closing an office on account of reduced appropriation, labor and employer alike have united in their objections.

Intense occupational specialization, seasonal employment, hand-to-mouth buying, mergers and displacement due to improved machinery, have made job hunting a lot more difficult, and a centralized labor market exchange almost indispensable to employer and worker alike. It's appreciation by the unemployed is shown by the fact that over 300,000 persons filed their applications with the local office during 1932.

In Erie during 1929, ninety-five per cent of the employers used the local Employment Office to secure some type of help during the year and this same high percentage prevailed in every city where an office was located. In Harrisburg, this month, an industry moving into the city, at the suggestion of the Chamber of Commerce, used the office exclusively in securing practically their entire personnel. The same plan was used several months ago by a concern opening a large restaurant in Philadelphia. The reports from both these concerns were that by this method they obtained more efficient help, were assured that local help was employed and that they were able to place worthy people in employment which meant better distribution of purchasing power.

MEN IN TROUBLE

Men have been in trouble for a long time, but they have not before been in such heavy industrial trouble as they are today.

The average weekly wage of the worker in a Pennsylvania industry today is about \$15. Some sweatshops pay their women employes two dollars for a long week of work. These are a fraction of the old wages.

Such low wages are, in the minds of the workers, something to be borne with as briefly as possible. They do not consider them to be permanent. On such wages they maintain their families on a subnormal level. But let the industry which employs them once experience a boom—however brief—and the workers are eager to take advantage of it to secure their share. An example of this was the boom in textiles in the Fall of 1932. Within a few weeks of each other there were 17 reported textiles involving over 4,000 people directly. In addition there were several stoppages inside the mills involving several thousand more.

Men in the depression-bound industries, such as bituminous coal, are sometimes thought to have reconciled themselves to the proposition that the wage level can be changed only inter-state arrangement. Yet during the year of 1932 there were in Pennsylvania 12 labor controversies in that industry, involving over 7,760 men. They came in spite of a large and disastrous district strike in 1931.

When labor controversies arise, the Bureau of Industrial Relations is empowered to mediate them. It has no power to arbitrate—that is, to hear both sides, and award

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COMPENSATION BOARD

The Workmen's Compensation Board and its referees broke records during 1932 in the disposition of the cases coming before them.

With the close of the year, the Board has disposed of every appeal in a compensation case that had been argued before it up to and including December 8, when the last sitting of the year was held at Pottsville. With the close of business on December 31, the Board had also disposed of all miscellaneous petitions not requiring oral argument, answers by respondents, the taking of testimony or investigation in the field.

This is the first time in the history of the Workmen's Compensation system of Pennsylvania that such a record has been achieved. It is particularly noteworthy because the total number of appeals heard and determined by the Board far exceeded that of any preceding year, and also in many of the cases argued before the Board on and immediately prior to December 8, it was necessary to wait fifteen days for the submission of written briefs before the questions involved could be decided.

The total number of appeals decided by the Board during 1932 was 1,691. The greatest number disposed of in any previous year was 1,302 in 1931. For the three preceding years the figures were 1928, 1,206; 1929, 1,188; 1930, 1,244.

In disposing of each appeal the Board is required by law to prepare an opinion, the length varying according to the number, importance and complexity of the issues of fact and law raised by the parties to the appeal. To facilitate the formulation of these opinions, the Board, adhering to the practice of the Courts, first decides the questions in conference and then assigns each case to one of the three members, who later submits it to the others for examination and concurrence. From the figures for 1932 it can be seen that each of the members wrote 564 opinions and orders in respect to appeals alone, not counting the orders on miscellaneous petitions.

In addition to this record-breaking number of appeals on compensation claims, the Board also disposed of 1575 petitions of other kinds during 1932. These included 766 petitions for commutation of compensation in lump sums, 58 for adjustment of counsel fees, 629 for the appointment of proper persons to receive and disburse compensation due minors, and 122 of miscellaneous character.

Throughout 1932 the Board hold frequent sittings for the hearing of oral arguments on appeals, in Philadelphia, Pittsburgh, Scranton, Wilkes-Barre, Pottsville, Harrisburg, Erie, Johnstown and Uniontown. In the 1933 schedule, the cities of Altoona, Williamsport, Reading and Allentown have been added, and other cities will be included whenever the number of appeals by persons living in or around them justifies such a course.

During 1932 the fifteen referees, who hold hearings in compensation cases throughout the State, heard and determined 8,000 cases, subject to appeal to the Board. The largest number previously disposed of by referees in a single year was 7342 in 1931. The extent to which the referee system was speeded up during 1932 is readily seen when it is considered that the cases disposed of in 1927 were 5964; in 1928, 6310; in 1929, 6255, and in 1930, 7243.

In every case coming before a referee, testimony must be taken in the same manner as in a Court, for no compensation can be awarded except upon legally competent evidence. With very few exceptions, the testimony runs to the extent of from fifty to 250 typed pages, and in numerous instances an entire day is consumed in the

hearing of a single case. The State is divided into 11 referee districts; 9 of the districts having one referee each, and the other two districts, Philadelphia and Pittsburgh, having three apiece. The latter districts take in a number of contiguous counties.

Since the beginning of the depression, and particularly during 1932, the amount of time required by a referee to hear a single case has greatly increased. Claims of a type which formerly could be disposed of by the taking of a dozen pages of testimony are now so vigorously contested that frequently more than a hundred pages of testimony must be taken. Moreover, the burden upon the referees has been increased by the additional work devolving upon their stenographers through the increase in the number of appeals to the Board. It never has been the practice in the Workmen's Compensation system to transcribe testimony except when an appeal was taken to the Board. Therefore, as the appeals grow the transcribing work increases, and as it increases it robs the referees of the stenographic services needed in the conduct of additional hearings.

Were it not for the fact that Governor Pinchot, acting upon the recommendation of the Board, added two referees to the force, and permitted the increase of the stenographic personnel by four, the Workmen's Compensation system would have been overwhelmed in 1932, not only because of the increased number of claim petitions but because of the increase in the amount of time consumed in disposing of them. How the number of claim petitions has increased during recent years is shown by the fact that in 1927 the number filed was 6234, while in 1932 the total was 8050.

Anticipating that during 1933 the referees' stenographers will have to cope with even greater difficulties, the Board has recommended a further slight increase in their number. Whether this increase shall be effected depends, of course, upon the appropriations allowed for the work.

Like all other agencies of the Commonwealth, the Board and its referees have been required to make cuts in expenditures. In the course of retrenchment it was necessary to dispense with the three physicians employed to examine injured employees and to testify respecting their disabilities. This medical service is an important adjunct of the compensation system and, if possible, should be restored. Its restoration, however, depends entirely on whether additional funds are appropriated. The Board has recommended that money for that purpose be included in the next biennial budget.

KEEPING UP STANDARDS

Many excellent industrial laws on the Statute books would lose much of their effectiveness if it were not for the establishment of machinery for proper enforcement of those laws.

The Bureau of Industrial Standards provides the necessary machinery for the Department of Labor and Industry through the development of rules and regulations to carry out the labor laws. Charged with the protection of the lives and health of the workers of the State, its services are likewise indispensable to industry. The prevention of accidents and occupational disease, both of vital importance to the worker, are also important to the employer. Time lost through accidents or illness is costly. Lower accident rates bring reduced compensation insurance rates.

Today the Bureau's greatest problem is to keep up established standards in the face of the financial condition of the industrial world. Pressed on all sides by

hospitals, industrial concerns, theatre owners, relief organizations, etc. for permission to disregard safety regulations because of financial difficulties, the Bureau of Industrial Standards is forced as never before to act with courage, with intelligence, and with tact, in order that safety standards developed over a period of years may not be swept away by the present chaotic conditions.

To review all regulations and to investigate all appeals impartially and intelligently, with the idea of making the enforcement of all safety regulations less difficult wherever possible without in any way sacrificing the protection of the workers or the public is the job now confronting it.

The Bureau is frequently asked for information concerning the safety of certain manufacturing processes or the use of chemicals whose hazards are sometimes unknown until experiments are made. Research work is carried on along mechanical, electrical and chemical lines. The Bureau works with engineers of manufacturing plants in making these tests.

The following cases show the type of problems coming before the Research Section.

A certain hospital was not equipped with emergency lighting in accordance with the regulations of the Department. No money was available for installing new equipment. An investigation of the institution by the Bureau of Industrial Standards developed the fact that there was a standby power unit rather out-of-date but still available for service. By a little rearrangement of switches and the introduction of alarm devices this unit is now serving the purpose of emergency light until such time as sufficient finances can be obtained.

During the past several years numerous accidents have occurred because of collapse of grandstands. After exhaustive study and certain experiments, regulations have been drafted for protection of people assembled together to witness sports.

The welding of iron and steel by acetylene as well as electrical methods has been going through a process of experimentation for years. Manufacturers have desired to use this process in the building of steel (pressure) vessels which carry high pressures. Until regulations were made to meet this new type of construction, the law did not sanction the use of such vessels in this state. The Department has issued regulations which now permit vessels built in this manner, and the public can be assured of safety in the use of them.

The law requires that only certain types of new material shall be used in mattresses and upholstery work. This Bureau maintains a laboratory which makes the necessary analyses so that the general public may be protected from shoddy material.

One of the most outstanding achievements of the Bureau of Industrial standards has been the advancement made during the past year in aiding manufacturers to combat toxic conditions in industrial plants handling poisonous substances.

Industrial processes change so rapidly today that industry needs the service which the Bureau of Industrial Standards can give through its Hygiene and Sanitation Section in the prevention of industrial diseases. The following illustrations demonstrate the type of service mentioned:

In a plant manufacturing certain materials it was found that the workers were afflicted with a skin disease. The management had made every effort to eliminate the cause.

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1000 MORE ASK HELP

In Pottsville a young mine motorman lost his right leg. The Bureau of Rehabilitation purchased an artificial leg for him and the mine foreman promised to give him a job when he was able to return. It was nearly a year, though, before his leg was healed sufficiently to wear the appliance with ease. In the meantime a new electric breaker was opened in the district and his mine was closed, putting many miners out of work and there was no job to which he could return. Discouraged, he returned to discuss his double handicap with the agent of the Bureau. Together they worked out a plan utilizing his experience in electrical work, and he is now in training to learn to repair electrical refrigerators.

Take the case of 15-year-old Harvey H—who lost his right hand, and two fingers of the left hand while cleaning a dough mixer in a bakery. A former school teacher, who was interested in the boy, reported his case to the bureau. She helped him to fill out the application blank he had received. Shortly after the accident the boy purchased a mechanical hand, but soon outgrew it. He appealed to the Bureau, and after several interviews with the agent nearest to the community in which he lived, he was provided with a new socket enabling him to use the same appliance. The young man showed an aptitude for business. A commercial course was provided for him by the Bureau and he is now conducting a store that yields him sufficient income to support himself.

In these cases the Bureau assisted by giving two services: furnishing an appliance, and giving training.

Another case of which the Bureau is justly proud is that of Herman J—whose left arm was amputated above the elbow in a coal mine accident when he was 21. The Bureau of Rehabilitation trained him in a commercial school as a bookkeeper. The following letter has been received from his employer.

After being in the employ of our company for a period of about eight months, he has been promoted to assistant credit manager with full charge of retail credit. He has proved himself to be a very exceptional young man and I believe that great credit is due the Bureau for the help given him.

Today, due to the present unemployment situation, nearly 1,000 more workers crippled or otherwise handicapped workers have applied to the Bureau for jobs, for training or artificial appliances. This represents an increase in applications of 81.5 per cent during the year. Each year thousands of handicapped workers are ready for work—time was when there were no skilled jobs for them. The injured worker was discarded or given a job that insulted his intelligence. In 1919 the Commonwealth recognized its obligations to restore these victims of industrial accidents to useful occupations, and in 1921 accepted the provisions of the Federal Act which extended its obligation to include service to all handicapped residents of the Commonwealth who wished to engage in remunerative occupations.

Since its establishment in 1919 the Bureau has served 14,095 persons. Five thousand of the total number of 50,000 disabled persons rehabilitated in the United States since 1920 were rehabilitated by the Pennsylvania Bureau. Seventy-five per cent of the cases are the result of industrial accidents and the rest the result of public accidents, of disease and from congenital causes. This rehabilitation service in Pennsylvania has been accomplished

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WHY FIGURE?

The Bureau of Statistics compiles and publishes statistical information relating to industrial accidents, compensation, employment, unemployment, wages, building activity, and related subjects of particular interest to labor and industry. The point might well be raised "Why is this information compiled, and who uses it?"

Statistics of labor and industry are compiled for the same purpose that very well-managed business concern keeps an accounting or statistical record of its business transactions. In order to manage and direct his business successfully, the business man must be able to determine whether his business is growing or shrinking, whether it is operating at a profit or loss and to what degree, how the volume of his business compares with that of the industry, when to buy and to sell to advantage, and when to start a program of expansion and when to contract. He must familiarize himself with the hundred and one other facts and figures that can be gained only from records of business transactions. Similar fundamental reasons govern the compilation of statistics of labor and industry.

Statistics of accidents and compensation: By means of accident statistics, industry gauges the effectiveness of its accident-prevention program, determines whether it is having more or fewer accidents in relation to employment now than in earlier years, is enabled to compare the accident rate in an individual plant with the rate for all plants in the same industry. Further, manufacturers of machinery want to know the hazards involved in the operation of specific types of machines so that new products may be designed with every known safeguard. The State wishes to know where accident hazards exist so that proper protective and preventive regulations may be adopted to safeguard the lives and limbs of its worker citizens. Manufacturers of safety devices use accident records in advertising their products. The necessity for first-aid equipment can be demonstrated by a record of the frequency of infection in accident cases. A record of accident experience for Pennsylvania industries is needed to measure the progress in accident-prevention as compared with other states. Accident statistics are needed to reply to letters received from hundreds of firms and individuals asking for specific information relating to industrial accident occurrence and the cost of accidents in terms of compensation benefits.

Statistics of employment and unemployment: There is no need to justify the collection of employment statistics during the period of a depression. When signs of an industrial depression begin to appear, the public demand for authentic and complete information relating to employment and unemployment becomes insistent. Employment and payroll records are sensitive indexes of changing business conditions. At the beginning of this depression, bureaus of labor statistics were severely criticized because of the inadequacy of their information relating to employment trends, notwithstanding earlier difficulties, particularly in prosperous times, of demonstrating the positive need for such statistics.

That the demand for statistics of employment, unemployment, wages, earnings, and hours of labor has increased during the depression is unquestioned. That this demand will continue likewise seems certain. All through the depression, everyone, from the President down to the worker who lost his job when the depression began, is vitally interested in the changing levels of employment from month to month.

(Continued on Page 10)

INDUSTRIAL BOARD

The duties of the Industrial Board which is composed of an employer member, an employe member and a public member, may be classified into three principal activities. (1) Approval or disapproval of all regulations administered by the Department. (2) Quasi-judicial functions on appeals taken from application of labor laws or regulations. (3) Conduct of investigations.

In the first division of power and duty, the usual procedure is to suggest to the Department the necessity for a rule or code of rules because of adequate reason. The Department proceeds to draft tentative rules and then submits them to the Board. Before action is taken the Board holds public hearings to which all persons affected are invited. Constructive criticism is requested after which the proposed code, rule or regulation is carefully reviewed, revised to take cognizance of the suggestions submitted, and then approved. The Department may also determine the necessity for certain regulations and submit recommendations for approval to the Board. In this event the Board pursues the same plan in obtaining all possible criticism and information before taking final action.

The two following examples will illustrate the second major function of the Board.

1. An inspector in his tour of duty placed an order upon an industrial establishment to guard an overhead horizontal belt beneath which is located several machines with operatives continuously employed. The manufacturer appealed to the Board for relief from compliance with the order, not because the necessity for general guarding of horizontal belts was questioned but because it was unreasonable as applied to his specific case. The petition was referred to the Bureau of Industrial Standards for investigation. The report submitted advised that the petitioner was unable to provide proper structural support for guards and necessary hangers but was willing to move the machines to another location and rail off the space below the belt so that it could not be used for a workplace or passageway. The Board ruled that the intent of the regulations would then be complied with, and the petition was granted.

2. A boiler owner was instructed to place a boiler in his plant out of service because the boiler inspector found it to be substandard. It was contended that a regulation which compelled the discarding of an apparently safe boiler that had been operated without an accident for ten years was unreasonable. The Board investigated the circumstances through the Bureau of Inspection and Industrial Standards and found the boiler was not inspected during construction by an authorized competent inspector. While a hydrostatic test might be successfully applied, no knowledge of material and workmanship entering into fabrication was obtainable. The law and regulations consistently require certain established standards to be carried out. The safe operation of boilers is highly important as an explosion practically always involves loss of life as well as property damage. The fact that the boiler had been operated for ten years was not sufficient proof of its safety to warrant any confidence that it would not fail in the future, whether the next day or another ten years. The Regulations were upheld and the petition denied.

The third activity authorizes the Board to conduct investigations into the work of any subdivision of the Department. This means that whenever any particular Bureau is not functioning in the proper manner as required by law, the Industrial Board is empowered to ascertain full details and for this purpose has access to all Department records.

REVIEW OF INDUSTRIAL STATISTICS¹

By WILLIAM J. MAGUIRE,

DIRECTOR, BUREAU OF STATISTICS

EMPLOYMENT DECREASES IN NOVEMBER

After showing gains for two consecutive months, employment in Pennsylvania industries again turned downward in November. Reports from more than 4,000 establishments employing a half million workers show a one per cent decrease in employment and a seven per cent reduction in payrolls for November as compared with October. The survey covers employment in 51 branches of manufacturing activity and in 13 of the more important non-manufacturing groups.

Employment in manufacturing declined one per cent from October to November and weekly payrolls dropped seven per cent. This represents about the usual decline in manufacturing activity at this period. Employment in anthracite coal mines decreased two per cent in November and wage payments for the payroll period ended nearest the 15th of the month dropped 24 per cent in comparison with totals for the corresponding period in October. In the bituminous industry, a one per cent increase in employment and a five per cent gain in payrolls was recorded. Operations in the quarry industry fell off sharply in November, employment dropping more than seven per cent and payrolls nearly 27 per cent as compared with October. Employment in building trades for November declined five per cent, but employment in road construction reached a record total of 55,000. Employment in retail trade rose two per cent, the gain represented by extra forces added during the season of Christmas buying. Employment in hotels and laundries also showed slight gains, while employment reductions were recorded for the canning and preserving, crude petroleum producing, dyeing and cleaning, street railway, public utility, and wholesale trade industries.

MANUFACTURING EMPLOYMENT DECREASES

Employment in manufacturing industries for November as indicated by reports from 807 firms comprising more than one-third of the total manufacturing industry of the State decreased 1.1 per cent as compared with October. Payrolls were 5.9 per cent lower. Decreased employment was shown for 30 of the 51 industries represented and reduced payrolls were recorded for 36 industries. The level of manufacturing employment for

November, 1932, at 61.8 per cent of its 1923-1925 average, was 13 per cent lower than in November, 1931, while wage payments in manufacturing for November, 1932, at 36.4 per cent of their average volume for the 1923-1925 period, were 29 per cent less than for November, 1931.

NON-MANUFACTURING INDUSTRIES

Reports from 154 operators in the anthracite coal mining industry for November show a 1.9 per cent reduction in employment and a 23.6 per cent decrease in payrolls as compared with October. This information is based on payroll records for the first half of the month. Employment in the anthracite coal mining for November, 1932, was 25 per cent less than for the corresponding month in 1931, and wage payments were 36 per cent less. Bituminous coal mining with a 1.1 per cent gain in employment and a 5.0 per cent increase in payrolls for November was operating with eight per cent fewer workers than at this period last year, while wage payments in the industry were 27 per cent lower than for the same month in 1931.

Employment in building construction due to the usual seasonal curtailment of activities at this period was five per cent less in November than in October. Reports from more than 1,000 building contractors showed an employment total of only 8,081 for November. State highway construction and maintenance reached a new high record for November with 54,986 workers engaged in road construction operations.

Retail stores and hotels and laundries were the only other industries of the non-manufacturing group that showed larger employment totals for November than for October, and the employment gains in these industries were slight.

JOBLESS ESTIMATED AT 1,099,841 FOR NOVEMBER

The number of jobless workers in Pennsylvania for November, 1932, is estimated by the Department at 1,099,841, or 29.5 per cent of the State's working population. This is an increase in the number of unemployed of less than one-tenth of one per cent as compared with the October total of 1,099,444. As compared with the estimated number out of work in November, 1931, it is an increase of 345,662, or 45.8 per cent.

BUILDING SHOWS GAIN FOR NOVEMBER

Permits taken for several large non-residential building projects in Philadelphia and Pittsburgh raised the No-

THE FACTS AT A GLANCE

Item	November compared with	
	Oct., 1932	Nov., 1931
	% Change	% Change
Employment	— 0.9	—13.1 ¹
Payrolls	— 6.9	—28.8 ¹
Average weekly earnings	— 6.1	—22.3 ¹
Estimated number unemployed ...	+ 0.0 ²	+45.8
Building permits	+193.3	+83.9
Accidents reported	— 8.5	—13.9
Compensation agreements approved	— 11.4	—25.3
Amount of compensation awarded	+ 3.8	— 3.3

¹ Manufacturing only. ² Less than one-tenth of one per cent.

¹ Space limitations necessitate the elimination of part of the text and two tables from this month's review.

vember volume of building to the highest level since April. Reports to the Department from building inspection offices in 45 Pennsylvania municipalities show a volume of building for November aggregating \$5,455,831 as compared with operations totaling \$1,849,990 for October, an increase of \$3,605,841, or 193.3 per cent. In comparison with November, 1931, building operations for

November, 1932, show a gain of \$2,489,607, or 83.9 per cent.

Building operations in 44 Pennsylvania municipalities for eleven months of 1932 totaled \$32,560,544 as compared with construction costing \$71,056,652 for the corresponding months of 1931, representing a decline in 1932 of \$38,496,108, or 54.1 per cent.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Nov. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Nov. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Nov. 1932	Per cent change compared with			Nov. 1932	Per cent change compared with		Nov. 15, 1932	Oct. 15, 1932
				Oct. 1932	Nov. 1931			Oct. 1932	Nov. 1931		
ALL MANUFACTURING INDUSTRIES (51) 36% -----	807	227,412	61.8	- 1.1	-13.1	\$3,330,264	36.4	- 5.9	-28.8	\$14.64	\$15.38
Metal products: (12) 64% -----	239	99,680	50.7	- 0.4	-19.3	1,221,723	24.6	- 5.0	-36.6	12.26	12.84
Blast furnaces -----	12	1,305	36.7	- 4.9	- 2.9	15,105	14.0	- 9.1	-39.4	11.57	12.09
Steel works and rolling mills -----	48	54,674	45.6	+ 1.1	-15.9	579,953	20.4	- 0.5	-34.4	10.61	10.78
Iron and steel forgings -----	9	869	50.8	+ 7.4	-19.9	13,247	30.0	+ 3.1	-30.6	15.24	15.86
Structural iron work -----	10	2,786	67.6	- 8.0	-21.1	35,476	31.3	-25.5	-42.3	12.69	15.66
Steam and hot water heating app. -----	14	2,807	76.2	- 1.9	-10.2	48,367	45.8	-17.2	-18.4	17.23	19.39
Stoves and furnaces -----	6	452	66.7	+ 1.2	+ 0.3	9,602	49.6	- 8.0	- 7.1	21.24	23.40
Foundries -----	34	4,413	49.0	- 0.2	-16.9	51,047	19.7	- 5.7	-36.9	11.57	12.17
Machinery and parts -----	44	5,626	52.9	+ 1.0	-26.0	84,559	27.1	- 2.5	-43.4	15.03	15.56
Electrical apparatus -----	22	19,734	69.9	- 3.5	-24.4	290,269	39.4	- 9.8	-41.5	14.71	15.79
Engine and pumps -----	10	1,271	33.8	- 0.3	-22.5	17,707	17.6	- 3.8	-33.6	13.93	14.40
Hardware and tools -----	19	3,801	55.0	- 0.4	-20.2	45,672	28.3	- 4.4	-37.7	12.02	12.45
Brass and bronze products -----	11	1,932	53.1	+ 0.2	- 9.7	30,719	30.1	+ 3.4	-29.0	15.90	15.38
Transportation equipment: (8) 19% -----	35	14,270	36.2	- 4.5	-31.8	230,510	19.6	- 2.0	-51.5	16.15	16.42
Automobiles -----	4	1,523	30.6	- 1.6	-28.5	20,322	10.9	+ 7.9	-43.8	13.34	12.05
Automobile bodies and parts -----	11	1,898	28.0	-29.6	-54.8	40,138	19.8	-28.3	-72.7	21.15	20.80
Locomotives and cars -----	12	5,579	20.9	+ 1.0	+ 8.3	87,357	11.1	+ 0.9	-18.4	15.66	15.62
Railroad repair shops -----	5	4,019	67.6	- 0.0	+ 4.5	57,684	37.6	+ 9.0	-21.0	14.35	13.15
Shipbuilding -----	3	1,251	28.6	+14.9	-30.6	25,009	32.6	+19.4	-42.1	19.99	19.26
Textile products: (11) 22% -----	163	51,426	86.7	- 2.7	- 2.9	771,912	63.7	- 9.6	-15.4	15.01	16.16
Cotton goods -----	13	2,867	61.1	+ 2.7	- 1.3	48,149	45.9	- 4.2	-10.0	16.79	17.98
Woolens and worsteds -----	13	3,574	60.8	- 3.8	+ 0.2	51,008	36.9	-16.7	-25.3	14.27	16.50
Silk goods -----	45	16,425	92.7	- 9.4	+ 1.5	206,057	70.0	-16.1	-16.5	12.55	13.55
Textile dyeing and finishing -----	12	1,251	66.3	- 5.2	-20.9	23,061	50.2	-14.9	-29.0	18.43	20.54
Carpets and rugs -----	9	2,397	57.9	+ 6.2	-10.2	38,427	36.4	+ 0.6	-29.3	16.03	16.92
Hats -----	3	2,586	66.3	- 1.2	-11.0	51,940	54.3	-11.1	+14.1	20.09	22.33
Hosiery -----	31	16,098	109.1	+ 0.8	- 5.5	282,500	89.6	- 5.7	-15.4	17.55	18.76
Knit goods, Other -----	13	2,700	98.6	+ 7.1	+11.4	35,232	73.3	- 6.7	+ 8.4	13.07	15.02
Men's clothing -----	9	731	72.7	-10.9	+ 7.1	7,594	46.3	-22.2	-11.6	10.39	12.40
Women's clothing -----	7	1,007	99.1	+12.9	+ 1.8	9,427	64.2	+14.0	-19.5	9.36	9.29
Shirts and furnishings -----	8	1,790	120.3	- 1.6	-16.6	18,467	82.7	+ 1.7	-29.0	10.32	9.98
Foods and tobacco: (5) 30% -----	92	19,715	99.0	- 1.1	- 4.0	318,007	75.6	- 6.3	-16.4	16.13	17.24
Bread and bakery products -----	27	3,505	96.1	+ 0.7	- 8.0	77,601	76.9	- 0.9	-19.1	22.14	22.55
Confectionery -----	13	4,385	99.7	- 3.2	- 4.2	67,443	78.6	-16.4	- 6.8	15.38	17.77
Ice cream -----	11	905	73.7	- 1.6	-11.6	23,034	58.7	- 4.9	-25.6	25.45	26.23
Meat packing -----	14	1,975	95.8	+ 1.6	- 1.8	45,211	71.8	- 4.9	-16.0	22.89	24.44
Cigars and tobacco -----	27	8,945	99.0	- 1.3	- 1.7	104,718	71.4	- 3.8	-17.9	11.71	12.35
Stone, clay and glass products: (3) 34% -----	65	8,828	49.7	+ 1.4	-10.8	117,487	23.6	- 0.8	-31.4	13.31	13.58
Brick, tile and pottery -----	33	2,812	50.4	+ 1.2	-24.3	28,400	19.8	- 9.6	-44.2	10.10	11.34
Cement -----	15	3,389	41.4	- 6.3	-11.0	47,293	18.4	- 9.4	-36.6	13.95	14.50
Glass -----	17	2,627	67.3	+14.1	+12.9	41,794	46.7	+22.3	- 5.5	15.91	14.83
Lumber products: (3) 17% -----	46	2,673	44.7	- 2.4	-18.9	37,430	28.0	- 8.5	-36.4	14.00	14.90
Lumber and planing mills -----	16	586	25.3	- 5.6	-31.1	7,128	14.0	- 9.7	-54.1	12.16	12.65
Furniture -----	25	1,376	51.3	- 2.7	-16.0	20,828	32.0	- 9.1	-36.6	15.14	16.17
Wooden boxes -----	5	711	55.9	+ 0.4	- 7.0	9,474	28.7	- 6.3	- 6.5	13.32	14.33
Chemical products: (5) 25% -----	57	10,189	75.8	- 1.8	-10.7	218,844	59.6	- 1.0	-20.9	21.48	21.29
Chemicals and drugs -----	35	1,616	51.8	- 0.6	-18.3	32,062	39.8	- 2.9	-25.6	19.84	20.25
Coke -----	3	1,624	55.1	- 0.9	- 9.5	18,136	19.6	+ 5.4	-33.8	11.17	10.54
Explosives -----	3	437	67.9	+ 3.5	- 9.9	9,083	64.9	+14.1	-27.7	20.78	18.87
Paints and varnishes -----	10	821	78.9	- 6.8	-17.1	12,999	53.6	-11.6	-31.3	15.83	16.67
Petroleum refining -----	6	5,691	144.5	- 2.1	- 8.0	146,564	102.7	- 1.2	-16.8	25.75	25.48
Leather and rubber products: (4) 46% -----	44	9,493	87.2	- 1.0	- 1.1	148,207	60.6	- 9.1	-13.6	15.61	17.02
Leather tanning -----	17	4,942	90.0	+ 6.1	- 0.9	84,319	59.5	+ 0.5	-22.5	17.06	17.96
Shoes -----	17	3,268	92.6	- 9.9	- 2.8	36,642	62.4	-25.1	- 7.4	11.21	13.49
Leather products, Other -----	6	520	72.2	- 1.6	+11.2	10,582	63.0	+ 4.5	+12.3	20.35	19.17
Rubber tires and goods -----	4	763	78.3	- 0.9	- 4.4	16,664	69.6	-18.5	+20.0	21.84	26.59
Paper and printing: (3) 23% -----	66	11,138	82.0	+ 0.0	-11.1	266,144	65.7	- 2.4	-22.5	23.90	24.49
Paper and wood pulp -----	13	3,361	72.4	- 1.1	- 7.3	61,018	47.8	- 5.9	-23.9	18.15	19.05
Paper boxes and bags -----	10	805	66.4	+ 0.2	-25.3	11,671	60.9	+ 0.3	-29.1	14.50	14.46
Printing and publishing -----	43	6,972	87.6	+ 0.8	-10.7	193,455	73.4	- 1.3	-21.5	27.75	28.33

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

INDUSTRIES REPORT FEWER ACCIDENTS

Industrial accidents in Pennsylvania for November dropped sharply and reached the lowest total since July. Seventy-six fatal and 6,864 non-fatal accidents were reported to the Bureau of Workmen's Compensation during November. This is 21 less fatal and 622 fewer non-fatal accidents than were reported in October, or decreases of 24.0 per cent for fatal and 8.3 per cent for non-fatal accidents. This reduction closely approximates the reduction in exposure as represented by employment and payroll records.

ACCIDENTS FOR 11 MONTHS SHOW 25 PER CENT DROP

Accidents for eleven months of 1932 are 25 per cent less than for the corresponding period in 1931. Accidents in the industries of Pennsylvania for eleven months of

1932 dropped 24.6 per cent below the total for the corresponding period in 1931. This roughly approximates the difference in the volume of industrial employment.

ACCIDENTS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION

Industry	Eleven months 1932		Eleven months 1931		% decrease in 1932	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	469	49,372	617	62,600	23.9	21.1
Coal mining	421	24,209	624	34,884	32.5	30.6
Transportation and public utilities	89	3,226	134	4,393	33.5	26.6
Total	979	76,807	1,375	101,877	28.8	24.6

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Nov. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Nov. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Nov. 1932	Per cent change compared with			Nov. 1932	Per cent change compared with		Nov. 15, 1932	Oct. 15, 1932
				Oct. 1932	Nov. 1931			Oct. 1932	Nov. 1931		
Anthracite coal mining ² (63%) -----	154	85,685	61.0	— 1.9	—24.9	\$2,027,808	42.7	—23.6	—35.9	\$23.67	\$30.37
Bituminous coal mining ³ (52%) -----	364	51,620	70.1	+ 1.1	— 7.8	664,172	35.3	+ 5.0	—26.8	13.00	12.39
Quarrying & Non-metallic mining (22%) -----	56	2,524	-----	— 7.4	-----	25,355	-----	—26.5	-----	10.05	12.65
Construction:											
Building (30%) -----	1,078	8,081	-----	— 4.9	-----	175,777	-----	— 6.7	-----	21.75	22.17
Street and Highway: (100%) -----											
State -----	4	54,986	-----	+16.5	-----	-----	-----	-----	-----	-----	-----
Municipal -----	18	549	-----	+32.3	-----	5,638	-----	— 5.5	-----	10.27	14.38
Contractors -----	36	1,151	-----	—27.9	-----	16,900	-----	—25.3	-----	14.68	14.17
Other construction -----	66	3,975	-----	+ 7.3	-----	82,304	-----	+ 4.7	-----	20.71	21.23
Canning and preserving -----	35	3,239	-----	— 3.2	-----	41,214	-----	— 2.6	-----	12.72	12.64
Crude petroleum producing -----	23	595	-----	— 2.9	-----	14,267	-----	+ 1.7	-----	23.98	22.89
Dyeing and cleaning (20%) -----	24	1,126	-----	— 5.7	-----	18,966	-----	—11.9	-----	16.84	18.04
Hotels (61%) -----	184	9,941	-----	+ 0.2	-----	128,144	-----	— 1.1	-----	12.89	13.05
Laundries (20%) -----	42	3,236	-----	+ 0.3	-----	49,328	-----	+ 0.6	-----	15.24	15.21
Street railway (50%) -----	5	11,124	65.8	— 0.5	—13.2	287,399	52.7	— 1.1	—30.2	25.84	25.99
Public utilities (65%) -----	707	59,399	-----	— 1.0	-----	1,610,065	-----	— 0.4	-----	27.11	26.93
Retail trade (8%) -----	315	26,473	-----	+ 1.9	-----	513,828	-----	+ 1.3	-----	19.41	19.53
Wholesale trade (3%) -----	135	3,553	-----	— 0.6	-----	98,313	-----	— 0.9	-----	27.67	27.75
Total—non-manufacturing (30%) -----	3,242	272,271	-----	— 0.7	-----	5,759,478	-----	— 7.7	-----	21.15	22.74
Total—manufacturing (36%) -----	807	227,412	61.8	— 1.1	—13.1	3,330,264	36.4	— 5.9	—28.8	14.64	15.38
GRAND TOTAL (35%) -----	4,049	499,683	-----	— 0.9	-----	9,089,742	-----	— 6.9	-----	18.19	19.37

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

² Reported by the Anthracite Bureau of Information. ³ Chain index—January, 1929 = 100.

⁴ Data from Department of Highways' report, December 1, 1932. Not included in totals.

KEEPING UP STANDARDS

(Continued From Page 5)

Upon appeal to the Department for help an investigation was made which resulted in a recommendation for the use of certain cleansing fluids by the employees. When these recommendations were carried out the epidemic disappeared.

Recently a company engaged in the manufacture of pottery whose output had been largely stone jugs and jars, began making vases, bowls, glazed flower pots, etc. The brilliant colors used in the finishing were applied by a spray gun. This was a new venture for the company. They installed a booth equipped with a fan which carried air from the workroom through the booth and duct to which it was connected to the outdoors. The articles to be coated were placed in the booth, the operator standing outside while applying the color with the spray gun.

After a very short time one of the men doing this work became ill, with pain in the abdomen. He was sent to a neighboring hospital for diagnosis and possible operation for appendicitis. A large number of abnormal red blood

cells, usually present in cases of acute lead poisoning, were found.

This firm was interested in the welfare of its employees and called upon the Department of Labor and Industry. The whole problem of the exposure of the workmen to the possibility of lead poisoning was discussed. Suggestions were made for preventing the occurrence of cases in the future, such as making permanent the changes in the booth; the provision of adequate washing facilities for the workers; the prohibition of eating where lead compounds are being handled; the elimination of dry sweeping and absolute cleanliness in all operations; and the establishment of a system of medical supervision so that should any other workers develop these symptoms their condition would be recognized before any real harm had been done.

A few days later the officials of the company wrote stating that they were arranging with a local physician to supervise the health of their workers exposed to lead and asking for suggestions concerning the type and the frequency of the physical examinations which were to be given the men. A plan of procedure was immediately mapped out and forwarded to the company.

1000 MORE ASK HELP

(Continued From Page 5)

at an average cost a case of \$180; while the average yearly earning capacity of these people after rehabilitation is \$1200. This is a significant cost when it is realized that the disabled person is rehabilitated for life. The average age of those rehabilitated is about 38 years with a substantial life expectancy and it costs \$300 to \$500 a year to maintain a dependent person at public expense. During one biennium alone in Pennsylvania the average individual wage of 833 disabled persons returned to employment was \$1200 per annum.

In nearly all of the 2010 cases, the ultimate problem is satisfactory placement in a suitable job.

In Altoona a man was dismissed from one of the coal companies for loading dirty coal. He had lost the vision of his right eye, but had been returned to his former job, he had been reprimanded several times for not cleaning his coal, but apparently without effect. The agent suggested that the man be given outside employment which would be less of a hazard to his other eye, and at the same time give him a better chance to see his work. The foreman took the suggestion of the agent, reinstated the man, who is now assisting on the tippie and the foreman is well pleased.

In this case the Bureau was able to keep a job for a man to whom the job meant wages or county relief.

December 29th was a usual day at the Central Office in Harrisburg, but a record was kept of those returning for service which had been formerly rejected. James C——came in the office to say that he registered in 1929 when he lost the sight of his left eye, but subsequently secured a job which he held until last August. Since then he has had two days' work a month. He wanted the bureau to get him a job. On the same day John C——age 40, who lost his arm in '28, and Allen K——who lost his hand the same year wrote in to ask for help. In each case a request was sent to the agent in the district where the man lived asking him to render whatever service was possible.

The work of the Bureau of Rehabilitation is closely tied up with that of the Workmen's Compensation Board. In many cases industrial accident victims ask to have their compensation paid in a lump sum. The Compensation Board approves this only when it believes the best interests of all parties will be served. Such petitions are referred to the Rehabilitation Bureau for investigations and report when the funds are to be used to enable the client to engage in remunerative employment. Such a case was that of a structural steel worker with a wife and two small children. His right foot was amputated in an accident in the mill where he worked. With no prospects of returning to his former job in that industry he asked for his compensation of \$2250 in a lump sum to buy a farm.

The Bureau of Rehabilitation made a thorough investigation, found that the man was an experienced farmer, that the farm he wanted to buy was a sound investment which would yield him and his family a good living. Upon the Bureau's recommendation the man was awarded his compensation in a lump sum by the Compensation Board. According to last reports the client was able to supplement his income by cutting and selling wood from the farm.

The carrying on of the obligation of the Commonwealth to restore such handicapped persons to useful occupations is a continuing process. Due to limited funds the Bureau has never been able to provide adequately for the needs of handicapped workers and has scarcely touched

the problem of the disabled person whose handicap is not of industrial origin. Its work has been increased during the past year and part of that increase is caused by the recognition of its obligation to this other group. Forty-four States and the District of Columbia are now engaged in Rehabilitation work, 16 of these states have state allotments in excess of the amount allocated to them under the Federal Act. 10 states have matched their allotment. Pennsylvania has never secured more than 60% of that which is allocated to it.

The program is sound both from an economic and from a social viewpoint. It conserves human and national resources, because a vocationally trained and employed physically handicapped worker becomes a self-supporting, independent, and self-reliant member of society. Again, it relieves the taxpayer of the burden of paying the cost for indefinite periods of institutionalization at public expense.

WHY FIGURE?

(Continued From Page 6)

No theory has been exploded more effectively by the depression than the fallacy that employment and unemployment statistics are of value only in periods of depression. Yet in order to have reliable information on current trends of industrial employment and unemployment, the basic data must be compiled as carefully and as completely during periods of prosperity as during periods of depression. The program of labor statistics undertaken during this depression to meet the problems of the depression should be continued unchanged during the era of prosperity. If this is done, the needed machinery will be available by which evidences of the beginnings of a depression may be clearly demonstrated in terms of industrial employment, wage, and hours of labor figures. And as the depression advances its size, extent, and severity may be definitely determined.

The continuance and extension of the existing program of employment and payroll statistics seems assured. Their indispensable uses in connection with plans for industrial stabilization, organization of the labor market, employment reserves, and unemployment insurance appear to demand it.

Statistics of wages, earnings, and hours of labor: The same circumstances that obtain with respect to statistics of employment and unemployment apply with equal force to the statistical records of wages, earnings, and hours of labor. In periods either of prosperity or depression employers are eager to learn how the wages paid in their plant and industry compare with the general industrial wage level. Workers, too, are interested in knowing how the wage they receive compares with the rate for the same occupation in other industries and in other localities throughout the State and nation.

During the recent period of widespread industrial wage reductions, requests from both employers and employees for information relating to wage changes were voluminous. The present agitation concerning the standard of weekly hours of work that should be established to provide for a more equitable distribution of labor has definitely increased requests for information relating to the existing hours of labor in industry.

The obvious answer to the query, "Why Labor Statistics?" is that labor statistics are compiled because there is a definite need for the information and that in supplying the information the State is rendering a distinct public service. Constructive criticism has been, not "Why labor statistics?" but "Why are they so inadequate?"

WHEN WOMEN WORK

(Continued From Page 1)

fection. The bureau cooperated with the Philadelphia Board of Health and with other County Health Officers and every family known to have a case of infantile paralysis was checked against the list of families receiving home work. This quick and effective action was possible because of the administrative machinery already functioning through the Bureau of Women and Children. The emergency situation illustrated by the infantile paralysis epidemic emphasizes the importance of close supervision of home-working families as a safeguard to the public who purchase the products manufactured in private homes as well as to insure legal working conditions for women and children.

About 18 months ago a manufacturer of metal products moved to a small Pennsylvania town to take advantage of the opportunity to secure cheaper labor. One day when the regular operator of a power punch press was absent from work the boss told a 16-year-old girl who was employed on another job to take the machine for the day. The operation of this machine is prohibited to a minor under 18 years of age because of the accident hazard. The girl had been operating the press only a few hours when her right hand was caught under the die and crushed so badly that three fingers had to be amputated. Only about a week before this accident occurred, another 16-year-old girl had come into the factory to work and had been given the job of operating a power punch press. She had worked only a few days when her hand was caught in the press and she lost the middle finger of her right hand.

Under the Workmen's Compensation Law, as amended in 1931, these young girls injured while illegally employed were eligible to receive double the amount of compensation which would have been due if their employment had been legal. The insurance company's payments of regular compensation began at once. The employer, however, refused to pay the additional compensation. The bureau immediately investigated these cases, interviewing both the employer and the injured girls. When the facts of the case were established proving the illegal employment of the minors, the case was referred to the Compensation Bureau for attention. The employer still refusing to pay the amount due, the injured girls were advised to file claim petitions and bring their cases before a referee. This was done, the referee awarded additional compensation to the amount of \$180 for the loss of one finger and \$595 for the loss of the three fingers. The adjustment of cases such as this where the redress of the injured child depends on careful investigation and follow up work is only one phase of the Bureau's work with minors' accidents. Even more important is the continuous study and investigation which prevents the injury of the child in the first place.

The need for investigation and research in the special problems of women and children in industry, always essential for the effective functioning of the Department in providing for the safety and welfare of women workers, has been intensified by the present industrial depression. Nowhere has the breakdown of industrial standards struck so swiftly and disastrously as on women and children. The securing and presenting of the significant facts underlying these industrial problems as a basis for meeting and solving these problems is a constructive contribution of the Department which benefits both worker and employer.

MEN IN TROUBLE

(Continued From Page 3)

a decision—unless both sides join in requesting the Director of the Bureau to appoint an arbitrator.

Employers as well as employees often find themselves caught in a controversy, with all its attendant results of loss of business for the firm, loss of wages to the employees and loss of purchasing power to the community at large. During the beginning of many of such controversies, much as during the diplomatic exchanges which often preface a war, there are moments when it is possible to clear up minor misunderstandings, cases where subordinates have exceeded their authority and instructions and the like, instances where personal prejudices play an improper part. Here it is often possible for a mediator to be of great assistance in clearing the slate of everything but essential issues. When a dispute—a strike or lockout—has gone on awhile, a situation again often arises when both sides—and the community—wish it could be ended soon. At this point it is essential for a mediator, trained in labor disputes, to step in with a program for ending the controversy. This was the way President Wilson used his 14 point program to bring to an end the greatest struggle in history. Both sides could find in that program enough of what they wanted, to agree to stop fighting.

The State mediator also attempts to settle the differences without leaving the bad feeling and lowered morale which often comes when one side in an industrial dispute is clearly the victor over the other side.

A large part of the mediator's work consists in trying to prevent unnecessary labor controversies. As the industrial cycle moves upward or downward, with its consequent price changes, some controversies are probably inevitable. But even these are often unnecessarily prolonged. In addition to the inevitable ones, however, there are those which happen because of lack of adjustment between subordinates, such as foremen, and the employees—controversies which probably would not happen at all if the labor relations of all firms were in the hands of competent personnel managers. In this class of dispute the mediator can probably find the cause of the trouble and ways of avoiding it more quickly than the employer.

Recently some employers have protested to the Commonwealth at allowing their competitors to carry on unfair competition. Some of the protests were directed at the sweatshop standard of wages paid to women in the clothing industry. There is no minimum wage law at present to protect employers who pay fair wages from such unfair competition. Other protests were against the practice of some employers of failing to pay wages regularly (a violation of P. L. 76, 1913). Others were against the practice of paying off employees in stock at par which was practically worthless, or in script (a violation of P. L. 596, 1901). The result of cases such as this, combined with other controversies, is that the work of the Bureau has been increasing at the rate of 300 per cent over the rate during the last two years of prosperity.

HONORS

The Pittsburgh Chapter of the American Society of Safety Engineers, which is the second largest chapter of the Society in the country, has elected Mr. A. P. Huckestein, Supervising Inspector of the Pittsburgh District, to the Presidency for the present year. Mr. Huckestein has been associated with the Department of Labor and Industry since 1914 and has been prominent in safety affairs in the western Pennsylvania district.

WHAT 84 INSPECTORS DO

(Continued From Page 1)

2,500 miniature boilers in the State, excluding those in Philadelphia, Scranton, and Erie.

The six elevator inspectors are required to make four annual inspections of all the uninsured passenger elevators, two inspections a year of all the uninsured freight elevators, and one of all dumb-waiters and hoists in Pennsylvania exclusive of those of Philadelphia, Pittsburgh and Scranton. There are estimated to be about 4,000 of these uninsured freight and passenger elevators under the supervision of the Department of Labor and Industry.

Inspection of mines (other than coal mines) and quarries is covered throughout the State by the five mine and quarry inspectors. In addition they inspect all plants where explosives or fire works are manufactured. There are estimated to be about 1,400 mines and quarries and 20 plants where explosives or fire works are made.

The inspectors of bedding and upholstery operate over the entire State. These nine men are required to check on all places where mattresses, pillows, or other bedding and upholstered furniture are manufactured or sold. They must inspect for the use of proper filling material in these factories, and for proper labelling of all articles in stores where this merchandise is sold.

Boiler, elevator and bedding and upholstery inspection brings in a yearly revenue of approximately \$113,000.

The responsibility for inspecting the 252 State-owned building groups and 1,734 separate State-owned buildings, also falls upon the Department of Labor and Industry. Several of the building groups together constitute a small town in themselves based on their total population. This responsibility cannot be taken lightly, considering the limited mental and physical capacities of many of the patients to look after their own welfare in case of emergency. This fact alone places a heavier burden upon the Department to provide adequate protection from fire and panic, through regular and systematic inspections.

Factory inspection was born back in 1889 long before there was a Department of Labor and Industry. At that time there was a State Factory Inspector and six other inspectors. In 44 years that number has been increased to 84 in 1922 and reduced to 65 in 1932, when there should be three times 84 if the job is to be done the way it should be done.

In none of the sections mentioned above is the staff available to cover the entire field. In general inspection work it requires between two and a half and three years to make a complete coverage. Needless to say this is not often enough.

Accidents are still happening. Between 200 and 300 accident reports are received daily by the Department of Labor and Industry. When employment goes up accidents increase. Unless these accidents are investigated and safety measures instituted for the prevention of their recurrence, the accident rate will continue to soar.

This investigation of accidents is another important contribution to the safety of Pennsylvania's workmen, made by the trained factory inspector. He has to know why a certain machine is unsafe—what it needs to make it safe. He has to be clever enough to see that "bad housekeeping" may be responsible for certain kinds of accidents. He has to "sell" safety to the employer, with a firm hand if need be.

Most employers today have learned the economic advantage of practicing safety measures. Occasionally, however, in these times, one hopes to save money by evading the laws requirements. Only recently, a small shop making a highly inflammable product was required

by the Bureau of Inspection to put in a fire-proof ceiling. This employer used every means at his disposal to avoid carrying out that order. He brought pressure to bear on his employes to write to the Department of Labor and Industry appealing for leniency for him, saying that the Department would be putting him out of business if he were compelled to install this ceiling. Before the expiration of the time limit set by the Department for the installation, the place was burned out completely.

The Department's willingness to co-operate with industry in a safety program which offers the maximum of protection to the worker with a minimum of expense to the employer requires added time and effort.

It is difficult for those who not in close touch with industrial problems today to believe that the eight hour day and perhaps even less is not the rule in those establishments that are working. The fact is, that although we are passing through the most severe period of unemployment in our history—thousands of workers who have jobs are putting in hours only comparable to those of the sweatshop days of the early 1900's.

Certain industries for example, are today working 12-hour days and 85 and 90-hour weeks. As long as the inspection service is so inadequate in numbers that 14-year old girls making children's dresses are found working as high as 11¾ hours a day, and 15-year old boys are found working 12 hours a night in any of our Pennsylvania factories, we are but adding to industrial confusion. We are dynamiting the dams which have been built to hold up the standards of living in the Commonwealth.

An adequate, well-trained inspection staff is needed by the Department of Labor and Industry today as never before. With the depression comes a pressure for a let-down in labor standards and greater need for careful, thorough inspection if those employers who obey the law are to be protected from the competition of those who do not. In our eagerness to keep the wheels of Pennsylvania's industries in motion, we must not permit all the years of patient endeavor along safety lines and regulation of working hours for women and children to be swept aside.

BOARD RULINGS

The following regulations and interpretation were approved by the Industrial Board at the meeting held December 16, 1932:

REGULATIONS

1. Regulations for Elevators. The following new rule was approved as an amendment to the Regulations for Elevators to be incorporated as paragraph (h) (A1) of Rule 231, also paragraph (h) (A1) of Rule 232-A, and paragraph (r) (A1) of Rule 252-A; "Push buttons shall not be permitted to control the operation of elevators in school buildings, sanitariums for the weak minded and similar classes of buildings where there is danger of the abuse of the purpose of such buttons, unless the push buttons, can be made inaccessible to the occupants or are key operated. Decisions on this point should be made at the time of the approval of the plans for the elevators." 2. Regulations for Boilers. The following new paragraph was approved to be incorporated in Part 3 of the Regulations for Boilers as paragraph G-14: "No repairs to boilers shall be made by welding until after inspection and approval of the contemplated repair by an approved boiler inspector. All such repairs shall also be made under the supervision of an approved inspector."

(Continued in February Bulletin)

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LABOR AND INDUSTRY

COMMONWEALTH OF PENNSYLVANIA MONTHLY BULLETIN

Vol. XX, No. 2

HARRISBURG, PA.

February, 1933

BETTER EMPLOYERS NEED PROTECTION

EIGHT STATES PLAN LEGAL SUPPORT

Employers who do not wish to make the poverty of their employees the basis for their competitive success must have protection from the rest. This was the conclusion reached by the representatives of the Labor Departments of the eight states of Connecticut, Maryland, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Massachusetts. Representatives of the U. S. Department of Labor were present at a joint conference in Boston in January and agreed. In order to secure such protection for the responsible employers and for their employees, several recommendations were made unanimously. These covered hours of labor for women and minors, employment offices and the minimum wage. Because Pennsylvania has not only been hit harder than many other states by the depression, but because it is now suffering from an invasion of sub-standard employment, the recommendations of the Labor departments are summarized here.

HOURS OF LABOR FOR WOMEN

"The developments within this year have brought terrible proof of the inadequacy of our present regulations. Without the adoption of the standards we recommend, employers, particularly under present panic conditions, cannot control the competitive pressure that makes them keep their employees at work for in-

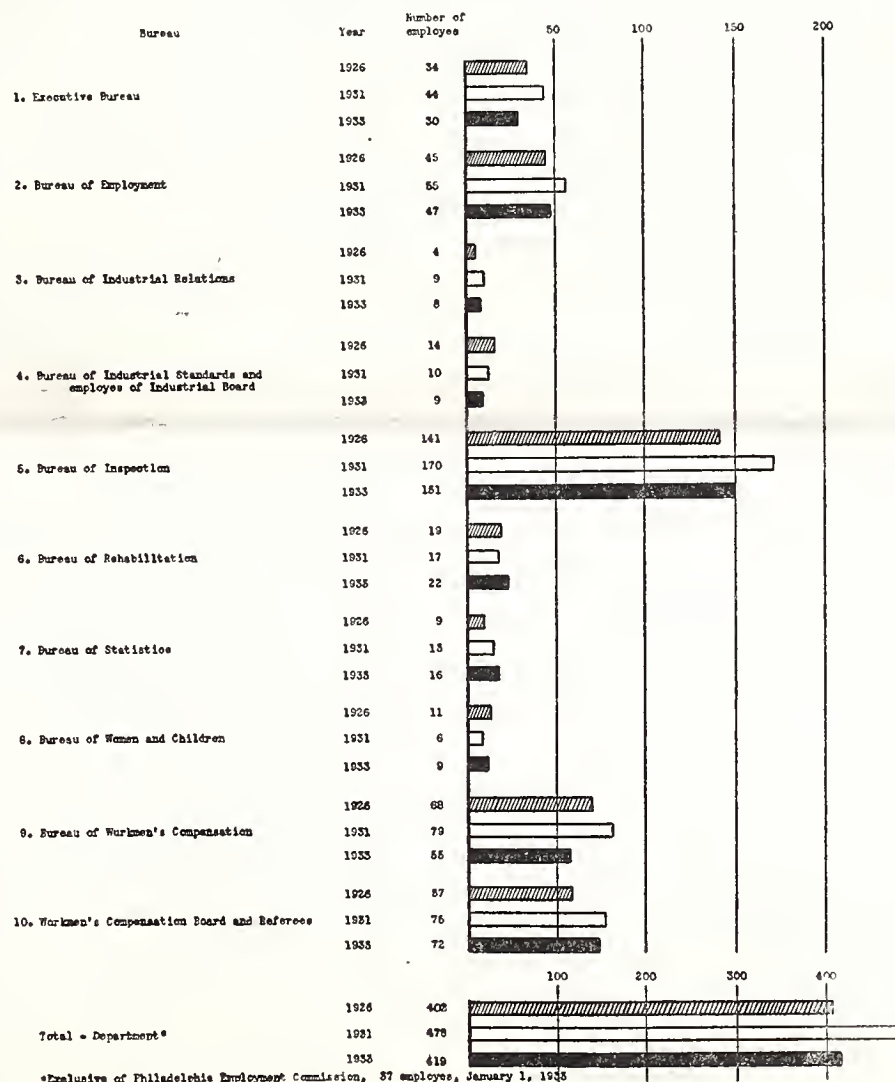
juriously long hours. All the social advance we have attained in the past twenty-five years is imperiled by the dangerous continuance of such shortsighted and uneconomic exploitation of labor as now, too generally, prevails. There is crying need for action, not only to protect the welfare of our women and children, but also to preserve the possibilities of profitable business itself.

"While calling at this time only for moderate measures of protection, we must face the fact that this fourth winter of depression finds our country still demonstrating a fateful incapacity to throw off its economic ills. We refuse to accept as sound an economic philosophy that demands, as a basis for improvement, ruthless exploitation of women and children. We assert rather that the future welfare and stability of our social order must rest upon the greater protection of our workers and the further reduction of the working day."

"The period which has elapsed since the Harrisburg Conference has made us immeasurably more conscious of the need for the adoption of the whole of the program adopted there. It has also forced us to realize the especial urgency of any measures which would tend to increase purchasing power or increase employment. For this reason, the Committee has selected the

(Continued on Page 2)

NUMBER OF EMPLOYEES IN THE DEPARTMENT OF LABOR AND INDUSTRY BY BUREAU,
June 1, 1926, June 1, 1931, and January 1, 1933



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Advisory Board—WILLIAM J. MAGUIRE, BEATRICE MCCONNELL,
MARK M. WALTER

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February, 1933

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(Continued from Page 1)

following measures which it urges every state here represented should adopt as part of a common legislative program of stabilization and standardization:

1. A working week of not more than 48 hours.
2. A working day of not more than 8 hours.
3. A working week of not more than 6 days.
4. Limitation of night work as previously recommended.
5. Application of standards applying to work carried on in factories to industrial home work and a provision that a permit with a fee of not less than twenty-five dollars be required of all employers giving out industrial home work.
6. Exclusion of minors under 16 from industry during school hours and under fourteen outside of school hours with compulsory school attendance standards amended to meet these requirements.
7. Employment certificates for all minors under eighteen years of age including proof of age, promise of employment, designation of occupation and hours of work and physical examination by an authorized physician. Proof of age cards for minors 18 to 21.
8. Increased compensation for minors injured while illegally employed."

MINIMUM WAGE LAW

"Thousands and thousands of women and minors in the states represented here are working for a pitifully low wage.

"This fact means suffering to them. Not only is this true, but these conditions mean ruin to employers who would like to pay a living wage in competition with these starvation wages. A bottom-level to wage cutting must be established to protect the fair-minded employers as well as the women and children.

"We therefore recommend a mandatory minimum wage law for women and minors and urge that it be adopted promptly in every state.

"We make this recommendation so strongly because we know that any individual employer in our competitive system is placed in an almost helpless situation when his competitors are cutting wages. We also know that for a woman or a child worker the alternative to accepting a substandard wage is to join the ranks of the unemployed. This situation forces constantly lower prices and constantly lower purchasing power. We have now had enough experience with low prices to know that they do not necessarily mean any improvement in employment. They usually mean increased unemployment. Unless a bottom level is fixed in competition, by minimum wage laws, the downward spiral of low wages, low prices and

lowered purchasing power may possibly continue until unemployment had wrecked the morale and efficiency of our industrial population.

"With a deep sense of moral obligation, we, the representatives of the labor departments of the eastern states, not only recommend the mandatory minimum wage law to all fair-minded employers, but hereby vote to communicate this statement to the legislatures of the states now in session, to the Governors of such states, and to all other interested groups."

EMPLOYMENT OFFICES

"It is recommended that the attention of the state governments and the national government be called to the increasing importance, as a mandatory function of the Department of Labor or other appropriate department within each state, of effectively administered public employment services as an essential and orderly mechanism for the normal placement of labor and particularly for the re-employment of labor as the depression lifts.

The functions of a public employment service are:

- (a) To assist employers to secure suitable employees and persons seeking employment to secure suitable employment.
- (b) To serve as a labor market for the better maintenance of a balance between the constantly shifting demand for and the mobile supply of qualified workers within the state.
- (c) To serve as an authoritative source of information through study and periodic report on the major factors affecting employment within the area.
- (d) To study, record and keep up to date the constantly changing work requirements of the positions in commerce and in industry through careful job analysis in order to improve selection and placement.
- (e) To study and develop through experimentation and research improved methods of judging the qualifications and testing the abilities of those seeking work.
- (f) To become the coordinating center in each community for the dissemination of factual information of use to private organizations and governmental authorities concerned with the problems of employment, training, retraining and vocational guidance.
- (g) To centralize the placement efforts of governmental and private organizations interested in the guidance of those seeking work for the first time and those who need industrial rehabilitation.
- (h) To plan and organize for the additional responsibilities that the development of unemployment reserves on either a voluntary or compulsory basis will inevitably impose."

CHILD LABOR

The recommendations of the Harrisburg Conference in regard to child labor were adopted without change. These recommendations were:

The unemployment crisis in which we find ourselves at present, added to the fundamental fact that the ever increasing mechanization of industry makes less and less necessary the use of children in order to get out needed production, makes this an especially appropriate moment at which to urge on all states higher standards for

(Continued on Page 8)

HOURS AND EARNINGS OF MEN AND WOMEN IN THE TEXTILE AND CLOTHING INDUSTRIES OF PENNSYLVANIA

Prepared by the BUREAU OF WOMEN AND CHILDREN

BEATRICE MCCONNELL, DIRECTOR

The present unemployment situation in which more than a million Pennsylvania workers are without jobs has served to focus public attention on the hours of work and the earnings of those who are employed. In order to meet the frequent calls for accurate information on this point, particularly in relation to women and children, the Bureau of Women and Children made a brief survey of hours and earnings in the textile and clothing industries, both important women employing industries. Data on hours and earnings were secured by investigators of the bureau from the payrolls and time records of 77 textile plants and 113 clothing plants for the last pay period in October 1932, a comparatively busy season for these industries.

TEXTILE WORKERS

In the textile industry information on earnings was taken only where time records showed the employees to be working more than 48 hours a week. Men working these hours in the textile industry had median weekly earnings of \$21.13. Half of the women workers were earning \$12.25 a week or less and one-fourth of them received less than \$10 for a week's work of more than 48 hours.

Table I. Weekly Earnings of Men and Women Working More Than 48 Hours a Week in 77 Textile Plants in Pennsylvania, October, 1932

Weekly earnings	Men		Women	
	Number	Per cent	Number	Per cent
Less than \$5	2	0.1	14	0.6
\$5 and less than 10	192	8.6	512	22.3
10 and less than 15	348	15.6	1149	50.0
15 and less than 20	456	20.4	480	20.9
20 and less than 25	473	21.2	124	5.4
25 and less than 30	358	16.1	16	.7
30 and less than 35	222	10.0	3	.1
35 and over	179	8.0	1	*
Total	2230	100.0	2299	100.0
Median	\$21.13		\$12.25	

* Less than one-tenth of one per cent.

Median weekly earnings of textile employees showed a sharp decline since 1928 and 1929 in the branches of the industry for which comparable data is available. (Table II).

The decrease in the earnings of the women workers in these three branches of the textile industry was accompanied by an increase in the proportion of women working long hours. Nearly 40 per cent of all the women employed in the 77 textile plants worked 53 or more hours a week. The proportion of women working these long hours increased from 16 to 25 per cent in the silk industry and from 29 to 35 per cent in the hosiery industry between 1928 and 1932. Illegal weekly hours of work were found more frequently in 1932 than in the more prosperous period of 1928. There were 88 women working 60 hours a week or longer in 1932 which was ten times as large a proportion as in 1928. Three hundred and two men, 5.3 per cent, were working from 70 to 92 hours a week in 1932.

Table II. Median Weekly Earnings of Men and Women Working More Than 48 Hours a Week in the Silk, Hosiery, and Knit Goods Industries of Pennsylvania in 1928, 1929, and in 1932

Industry and year	Men		Women	
	Number	Weekly median earnings	Number	Median weekly earnings
Silk				
Feb. 1928 ¹	3591	\$27.95	4,821	\$18.20
Oct. 1932	797	17.55	906	11.94
Hosiery				
June 1928 ¹	1801	26.77	1,220	20.14
Oct. 1932	663	22.16	739	13.83
Knit goods				
Apr. 1929 ¹	212	24.62	308	15.83
Oct. 1932	338	22.12	405	12.08

¹ Data for 1928 and 1929 from special Bulletins No. 20, No. 31, and No. 35 of the Department of Labor and Industry.

CLOTHING WORKERS

Clothing factory employees, largely women, are in general a younger and less skilled group of workers than the textile employees. Information on earnings was secured from factory records for over 12,000 clothing workers but for the most part the factories did not keep records of the actual hours of work. The earnings figures given therefore include an unknown though probably small proportion of part-time workers. The large majority of the firms reported that they had operated the full schedule of hours during the pay period for which the figures were taken. Two-thirds of the women were employed by firms reporting scheduled hours of 50 or more a week. The hour records for a comparatively small number of the women showed that illegal weekly hours were even more prevalent in the clothing than in the textile industry.

Table III. Weekly Earnings of Men, Women, and Children Under 16 in 113 Clothing Factories in Pennsylvania, October, 1932

Weekly earnings	Men		Women		Children under 16	
	Number	Per cent	Number	Per cent	Number	Per cent
Less than \$1	18	1.3	202	1.9	43	7.1
\$1 and less than \$2	29	2.2	318	3.0	88	14.5
2 and less than 3	41	3.0	502	4.7	135	22.2
3 and less than 4	62	4.6	668	6.2	121	19.9
4 and less than 5	73	5.4	905	8.4	89	14.7
5 and less than 10	420	31.2	5,038	47.0	126	20.8
10 and less than 15	273	20.3	2,297	21.4	5	0.8
15 and less than 20	137	10.2	650	6.0		
20 and over	293	21.8	149	1.4		
Total	1,346	100.0	10,729	100.0	607	100.0
Median	\$10.31		\$7.54		\$3.31	

¹ Includes men's shirts, women's and children's dresses and coats, underwear, and miscellaneous clothing.

Half of the men clothing workers earned less than \$10.31 a week. More men received weekly earnings of less than \$6 than of \$20 or more. The median weekly earnings of the women were \$7.54. Over 2500 women, one-fourth, earned less than \$5 a week. Half the children under 16 received less than \$3.31 a week.

Median earnings for Philadelphia workers were higher than for workers in other sections of the state. For women the median weekly wages were \$9.09 in Philadelphia compared to \$7.15 outside Philadelphia.

The complete report of the findings of this study of hours and earnings of workers in the textile and clothing industries may be obtained from the Bureau of Women and Children in mimeographed form.

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE,

DIRECTOR, BUREAU OF STATISTICS

DECLINE IN INDUSTRIAL EMPLOYMENT CONTINUES

A further reduction of employment in Pennsylvania industries was indicated in the reports for December, 1932. Reports from 4,613 establishments employing more than a half million workers show a 1.5 per cent employment decrease for December as compared with November. December payroll totals, however, increased 0.4 per cent over November. The December survey includes reports for 51 branches of the manufacturing industry and for 15 non-manufacturing groups. Reports for banking and brokerage houses and for insurance and real estate firms representing employment in the so-called "white-collar" employments are included in the survey for the first time. Collection of current information for this group was begun by the Department in November, in response to a request from the United States Bureau of Labor Statistics for the State's cooperation in the collection of current employment and payroll information for non-manufacturing industries as authorized by Congress under the provisions of Public Act No. 537, approved July 7, 1930.

TRADE SHOWS GAIN

Retail trade was the only one of the 16 major industries represented in the December report to show an increase in employment. Employment in retail stores as usual for December showed a large seasonal increase. December employment for the 311 retail stores reporting was 14.4 per cent higher than in November. Reduced employment totals were shown for all other industries, the largest reductions occurring in the construction, quarrying, canning and preserving, dyeing and cleaning, and manufacturing industries. Increased payrolls for December over November were shown for five of the 16 industry groups, anthracite coal mining, street railway, public utility, retail trade, and the insurance and real estate groups.

ANTHRACITE PAYROLLS INCREASE

Employment totals for the coal mining industries showed little change between November and December, but increased anthracite mining activity was indicated by a 10 per cent payroll gain for December over November. December payrolls in the bituminous

industry were 6 per cent less than in November. The level of employment in the anthracite industry for December, 1932, was 22 per cent lower than a year ago, and payrolls 28 per cent less. Employment in bituminous mines for December, 1932, was 8 per cent less than in December, 1931, and payrolls nearly 29 per cent lower.

LARGE DECREASE IN CONSTRUCTION

In the construction industry, employment in building trades was seasonally lower, showing an 18 per cent decrease as compared with November. Road construction forces of the State Highway Department were reduced from nearly 55,000 in November to 33,300 in December, a 39 per cent reduction. Reports from municipal highway departments and from contractors engaged in road construction work likewise showed large employment reductions for December.

Following the end of the canning season in November, forces employed at canneries were reduced 25 per cent in December. This is about the usual reduction for the canning industry at this period and represents the termination of employment for the temporary help engaged during the peak season of canning activity. Employment in dyeing and cleaning establishments declined 6 per cent in December, and employment in laundries was practically unchanged. Employment for street

railway companies decreased 1 per cent in December, but longer hours of work were indicated by a 6 per cent gain in payrolls.

FACTORY EMPLOYMENT DECREASES

Employment in manufacturing plants for December showed somewhat more than the usual seasonal reduction. Reports from 806 firms representing more than a third of total manufacturing employment in the State showed a 2.8 per cent decrease in employment and a 3.3 per cent decline in payrolls for December as compared with November. Reduced employment was shown for 35 of the 51 industries represented in the manufacturing report. Reduced payrolls were shown for 31 industries. Employment in Pennsylvania factories for December, 1932, aggregated approximately 60 per cent of the 1923-1925 average and was nearly 16 per cent less than a year ago. Factory

THE FACTS IN BRIEF

Item	Per cent change	
	December, 1932 as compared with November, 1932	December, 1932 as compared with December, 1931
Employment	— 1.5	—15.5 ¹
Payrolls	+ 0.4	—32.7 ¹
Average weekly earnings.....	+ 1.8	—24.4 ¹
Estimated number unemployed.....	+ 1.3	+28.4 ²
Building permits	—76.5	—39.5
Accidents reported	+ 5.6	—10.7
Compensation agreements approved	+ 6.1	—23.0
Amount of compensation awarded..	— 5.0	—29.3

¹Manufacturing only.

²Comparison is with November. No estimate for December, 1931.

payrolls for December averaged just slightly more than a third of average payrolls for the 1923-1925 period and were 33 per cent less than for December, 1931.

Few changes of a special significance were disclosed in the December reports from metal manufacturers. Employment gains were recorded for the iron and steel forgings, machinery and parts, and hardware and tool industries, but employment decreases were shown

for the nine other industries of the metal group. Employment in the manufacture of engines and pumps showed large reductions, particularly in the Oil City area. In the hardware industry, employment and payroll gains were shown for a majority of the reporting firms. Two large firms in this industry that have been closed for a considerable period gave no intimation

(Continued on page 7)

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Dec. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Dec. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Dec. 1932	Per cent change compared with			Dec. 1932	Per cent change compared with		Dec. 15, 1932	Nov. 15, 1932
				Nov. 1932	Dec. 1931			Nov. 1932	Dec. 1931		
ALL MANUFACTURING INDUSTRIES (51) 36% -----	806	220,961	60.0	— 2.8	—15.5	\$3,212,469	35.2	— 3.3	—32.7	\$14.54	\$14.64
Metal products: (12) 64% -----	238	98,278	50.0	— 1.4	—19.7	1,220,260	24.6	0.0	—39.9	12.42	12.26
Blast furnaces -----	12	1,245	35.1	— 4.4	—13.1	15,737	14.6	+ 4.3	—40.9	12.64	11.57
Steel works and rolling mills -----	48	53,844	44.9	— 1.5	—17.8	588,199	20.7	+ 1.5	—38.0	10.92	10.61
Iron and steel forgings -----	9	912	53.3	+ 4.9	—17.9	15,915	36.1	+20.3	—23.0	17.45	15.24
Structural iron work -----	10	2,739	66.2	— 2.1	—13.8	34,104	30.0	— 4.2	—41.2	12.45	12.69
Steam and hot water heating app. -----	14	2,747	74.5	— 0.9	— 8.8	41,047	38.8	—11.6	—26.2	14.94	17.23
Stoves and furnaces -----	5	439	72.1	— 3.0	+ 9.2	8,147	47.1	—15.3	— 3.5	18.56	21.24
Foundaries -----	34	4,210	46.8	— 4.7	—22.3	51,038	19.7	— 1.5	—43.1	12.12	11.57
Machinery and parts -----	44	5,653	53.1	+ 0.4	—25.7	88,470	28.4	+ 4.8	—43.7	15.65	15.03
Electrical apparatus -----	22	19,309	68.5	— 2.0	—23.5	280,537	38.1	— 3.3	—45.6	14.53	14.71
Engines and pumps -----	10	1,196	31.9	— 5.6	—21.0	16,276	16.2	— 8.0	—41.1	13.61	13.93
Hardware and tools -----	19	4,060	58.7	+ 6.7	—13.2	49,759	31.0	+ 9.5	—30.5	12.26	12.02
Glass and bronze products -----	11	1,924	53.0	— 0.2	— 7.7	30,981	30.3	+ 0.7	—22.7	16.10	15.90
Transportation equipment: (8) 19% -----	35	14,089	35.8	— 1.6	—34.9	239,736	20.4	+ 4.1	—51.9	17.02	16.15
Automobiles -----	4	1,374	27.7	—14.2	—41.3	17,990	9.7	—13.4	—56.7	13.09	13.34
Automobile bodies and parts -----	11	2,013	29.6	+ 5.7	—61.4	49,816	24.6	+24.2	—70.0	24.75	21.15
Locomotives and parts -----	12	5,418	20.2	— 3.3	+ 5.8	90,867	11.5	+ 3.6	— 8.7	16.77	15.66
Railroad repair shops -----	5	4,025	67.7	+ 0.1	+ 3.7	58,893	38.3	+ 1.9	—23.4	14.63	14.35
Shipbuilding -----	3	1,259	28.8	+ 0.7	—38.6	22,170	28.8	—11.7	—48.9	17.61	19.99
Textile products: (11) 22% -----	162	49,985	84.4	— 2.7	— 5.2	704,057	58.2	— 8.6	—21.9	14.09	15.01
Cotton goods -----	13	2,572	54.8	—10.3	—12.7	43,166	41.1	—10.5	—25.4	16.78	16.79
Woolens and worsteds -----	13	3,139	53.4	—12.2	—12.5	44,257	32.0	—13.3	—29.4	14.10	14.27
Silk goods -----	45	16,391	92.5	— 0.2	— 0.2	206,413	70.2	+ 0.3	—20.6	12.59	12.55
Textile dyeing and finishing -----	12	1,307	69.3	+ 4.5	—18.7	24,687	53.7	+ 7.0	—22.6	18.89	18.43
Carpets and rugs -----	9	2,103	50.8	—12.3	—13.3	32,259	30.6	—15.9	—26.1	15.34	16.03
Hats -----	3	2,491	63.8	— 3.8	— 9.8	49,589	51.8	— 4.6	+11.4	19.91	20.09
Hosiery -----	31	15,949	108.0	— 1.0	— 8.2	239,382	75.9	—15.3	—28.6	15.01	17.55
Knit goods, Other -----	12	2,485	93.4	— 5.3	+19.7	29,165	62.4	—14.9	+20.2	11.74	13.07
Men's clothing -----	9	740	73.5	+ 1.1	+ 2.7	7,199	43.8	— 5.4	— 7.6	9.73	10.39
Women's clothing -----	7	1,066	105.0	+ 6.0	+ 4.0	10,361	70.5	+ 9.8	—17.6	9.72	9.36
Shirts and furnishings -----	8	1,742	117.1	— 2.7	— 3.6	17,579	78.8	— 4.7	—15.4	10.09	10.32
Foods and tobacco: (5) 30% -----	92	18,033	90.7	— 8.4	— 9.5	298,330	70.9	— 6.2	—20.8	16.50	16.13
Bread and bakery products -----	27	3,518	96.5	+ 0.4	— 6.8	78,838	78.1	+ 1.6	—16.6	22.19	22.14
Confectionery -----	13	3,895	88.4	—11.3	—12.3	61,618	71.9	— 8.5	—23.9	15.82	15.38
Ice cream -----	11	886	72.1	— 2.2	—14.0	22,542	57.4	— 2.2	—28.0	25.44	25.45
Meat packing -----	14	1,980	96.0	+ 0.2	— 0.9	45,350	72.0	+ 0.3	—14.9	22.90	22.89
Cigars and tobacco -----	27	7,754	85.8	—13.3	—11.0	89,982	61.3	—14.1	—22.9	11.60	11.71
Stone, clay and glass products (3) 34% -----	65	7,838	44.2	—11.1	—21.6	95,209	19.1	—19.1	—43.3	12.15	13.31
Brick, tile and pottery -----	33	2,596	46.5	— 7.7	—27.3	23,855	16.5	—16.7	—49.2	9.19	10.10
Cement -----	15	2,582	31.5	—23.9	—32.8	31,628	12.3	—33.2	—57.1	12.25	13.95
Glass -----	17	2,660	68.1	+ 1.2	+ 4.3	39,726	44.4	— 4.9	—13.1	14.93	15.91
Lumber products: (3) 17% -----	46	2,287	38.2	— 9.3	—28.9	30,825	23.0	—14.5	—45.6	13.48	14.00
Lumber and planing mills -----	16	353	15.2	—18.3	—59.6	4,213	8.3	—25.9	—73.9	11.93	12.16
Furniture -----	25	1,265	47.2	— 8.0	—19.3	18,330	28.2	—11.9	—40.3	14.49	15.14
Wooden boxes -----	5	669	52.7	— 5.7	—11.1	8,282	33.8	—12.7	—13.3	12.38	13.32
Chemical products: (5) 25% -----	57	10,495	78.0	+ 2.9	— 6.8	222,524	60.6	+ 1.7	—19.5	21.20	21.48
Chemicals and drugs -----	35	1,740	55.7	+ 7.5	— 8.8	35,077	43.6	+ 9.5	—19.9	20.16	19.84
Coke -----	3	1,622	55.0	— 0.2	—10.3	18,434	19.9	+ 1.5	—32.8	11.36	11.17
Explosives -----	3	418	65.0	— 4.3	—14.9	7,558	54.0	—16.8	—30.1	18.08	20.78
Paint and varnishes -----	10	877	84.3	+ 6.8	— 7.9	14,192	58.5	+ 9.1	—27.2	16.18	15.83
Petroleum refining -----	6	5,838	117.4	+ 2.5	— 4.5	147,263	103.2	+ 0.5	—16.3	25.22	25.75
Leather and rubber products: (4) 46% -----	44	8,879	81.5	— 6.5	— 7.0	134,119	54.8	— 9.6	—21.5	15.11	15.61
Leather tanning -----	17	4,845	88.2	— 2.0	— 0.6	84,467	59.6	+ 0.2	—15.2	17.43	17.06
Shoes -----	17	2,771	78.6	—15.1	—15.5	25,020	42.6	—31.7	—35.8	9.03	11.21
Leather products, Other -----	6	505	70.1	— 2.9	— 0.8	8,654	51.5	—18.3	—29.6	17.14	20.35
Rubber tires and goods -----	4	758	77.7	— 0.8	—14.2	15,978	66.6	— 4.3	—19.3	21.08	21.84
Paper and printing: (3) 23% -----	67	11,077	81.5	— 0.6	—10.2	267,409	65.9	+ 0.5	—22.3	24.14	23.90
Paper and wood pulp -----	13	3,385	72.9	+ 0.7	— 4.1	60,847	47.7	— 0.2	—17.8	17.98	18.15
Paper boxes and bags -----	10	796	65.7	— 1.1	—20.3	11,103	57.9	— 4.9	—31.6	13.95	14.50
Printing and publishing -----	44	6,896	86.2	— 1.5	—11.2	195,459	73.9	+ 0.8	—21.7	28.34	27.75

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

30-HOUR WEEK

Operating time in manufacturing industries declined 3.2 per cent in December as compared with November. Largest decreases were shown for the textile; food and tobacco; stone, clay, and glass; and lumber groups. The only gains recorded were in the transportation equipment and chemical industries. Hours of work in the 573 manufacturing plants reporting man-hour information for December averaged 31.2 hours a week as compared with 31.7 hours in November and as compared with 36.9 hours a week in December, 1931. While manufacturing industries are now averaging only a little more than 30 hours of work a week, this does not by any means imply that manufacturing firms have generally adopted a 30-hours-a-week schedule

of operations. Some plants are working seven hours a week and others 70. The *average* for the 573 plants reporting in December was 31.2 hours a week.

ESTIMATE JOBLESS AT 1,113,996 FOR DECEMBER

The number of workers without jobs in Pennsylvania for December, 1932, is estimated by the Department at 1,113,996, or 29.9 per cent of the total gainful workers in the State enumerated in the census for 1930. This is an increase of 14,155, or 1.3 per cent, over the number estimated as totally unemployed in November, 1932, and an increase of 246,482, or 28.4 per cent, over the estimated total for November, 1931. No estimate of the number unemployed was made for December, 1931.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Dec. 15, 1932	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Dec. 15, 1932	Index numbers 1923-1925 = 100			week ended	
			Dec. 1932	Per cent change compared with			Dec. 1932	Per cent change compared with		Dec. 15, 1932	Nov. 15, 1931
				Nov. 1932	Dec. 1931			Nov. 1932	Dec. 1931		
Anthracite coal mining ² (63%) -----	160	85,284	60.6	— 0.5	—22.0	\$2,235,216	47.1	+10.2	—23.2	\$26.21	\$23.67
Bituminous coal mining ³ (52%) -----	367	51,340	72.9	0.0	— 8.1	623,563	33.9	— 6.0	—28.8	12.15	12.93
Quarrying & non-metallic mining (22%) -----	59	2,329	-----	— 8.0	-----	22,057	-----	—10.4	-----	9.47	9.73
Construction:											
Building (30%) -----	1,065	6,582	-----	—18.2	-----	135,079	-----	—21.2	-----	20.52	21.32
Street and Highway: (100%)											
State -----	4	33,327	-----	—39.4	-----	-----	-----	-----	-----	-----	-----
Municipal -----	16	400	-----	—22.0	-----	5,064	-----	— 6.9	-----	12.66	10.60
Contractors -----	37	602	-----	—44.6	-----	9,151	-----	—46.2	-----	15.20	15.65
Other construction -----	67	4,011	-----	—13.1	-----	81,899	-----	—17.9	-----	20.42	21.61
Canning and preserving -----	29	512	-----	— 2.1	-----	31,643	-----	—22.8	-----	13.30	12.83
Crude petroleum producing -----	21	512	-----	— 2.1	-----	12,076	-----	— 2.5	-----	23.59	23.68
Dyeing and cleaning (20%) -----	24	1,086	-----	— 5.7	-----	17,391	-----	— 9.2	-----	16.01	16.63
Hotels (61%) -----	182	9,626	-----	— 2.1	-----	124,739	-----	— 1.6	-----	12.96	12.88
Laundries (20%) -----	44	3,256	-----	— 0.3	-----	48,475	-----	— 2.5	-----	14.89	15.23
Street railways (50%) -----	5	11,037	65.2	— 1.1	—12.7	304,390	55.9	+ 5.9	—25.2	27.58	25.84
Public utilities (65%) -----	708	59,540	-----	— 0.6	-----	1,636,348	-----	+ 1.0	-----	27.48	27.06
Retail trade (8%) -----	311	30,337	-----	+14.4	-----	573,334	-----	+11.6	-----	18.90	19.38
Banking and brokerage -----	427	9,282	-----	— 1.4	-----	295,375	-----	— 1.6	-----	31.82	32.23
Insurance and real estate -----	150	7,223	-----	— 1.4	-----	232,547	-----	+ 0.1	-----	32.20	31.73
Wholesale trade (3%) -----	135	3,633	-----	— 0.1	-----	98,992	-----	— 0.7	-----	27.25	27.42
Total—non-manufacturing (30%) -----	3,807	288,460	-----	— 0.4	-----	6,457,339	-----	+ 2.3	-----	22.39	21.80
Total—manufacturing (36%) -----	806	220,961	60.0	— 2.8	—15.5	3,212,469	35.2	— 3.3	—32.7	14.54	14.64
GRAND TOTAL (35%) -----	4,613	509,421	-----	— 1.5	-----	9,669,808	-----	+ 0.4	-----	18.98	18.64

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census that is represented in this table.

² Reported by the Anthracite Bureau of Information.

³ Chain Index—Year 1929 = 100.

⁴ Data from Department of Highways' report, January 1, 1933. Not included in totals.

1932 BUILDING TOTAL LESS THAN HALF OF 1931 TOTAL

Permits for building construction issued in 43 Pennsylvania municipalities during 1932 totaled \$33,770,287 as compared with permits totaling \$73,064,890 in 1931, a decrease in 1932 of \$39,294,603, or 53.8 per cent. This is the lowest volume of building recorded during the nine years that the Department of Labor and Industry has been collecting building permit data. Increased construction for 1932 over 1931 totals was reported for only five cities, Berwick, Easton, Jeannette, Scranton, and Uniontown.

WIDESPREAD UNEMPLOYMENT CAUSES LARGE REDUCTION IN INDUSTRIAL ACCIDENTS

Widespread unemployment, labor saving machinery, and efficient accident prevention combined to reduce the industrial accident toll in Pennsylvania for 1932 to the lowest figures recorded since 1916. Reports of 1,070 fatal and 84,036 non-fatal accidents were received at the Bureau of Workmen's Compensation during 1932 as compared with 1,482 fatal and 109,976 non-fatal accidents reported in 1931, a decrease of 27.8 per cent in fatalities and a 23.6 per cent reduction in non-fatal injuries.

Accident figures for the three main divisions of industry in 1932 as compared with 1931 are as follows:

(Continued on page 7)

ACCIDENTS REPORTED DURING THE YEAR 1932, BY INDUSTRY

Industry	Number of accidents		Per cent increase or decrease compared with 1931	
	Fatal	Non-fatal	Fatal	Non-fatal
TOTAL OF ALL INDUSTRIES	1,070	84,036	-27.8	-23.6
CONSTRUCTION AND CONTRACTING: (TOTAL)	73	8,099	-55.2	-38.2
Building construction	21	2,658	-55.3	-40.4
Other construction	22	2,126	-72.2	-28.5
Contracting	30	3,315	-19.0	-41.5
MANUFACTURING: (TOTAL)	202	23,245	-13.3	-26.0
Chemicals and allied products	29	1,368	+11.6	-22.6
Clay, glass, and stone products	4	1,248	-73.3	-35.4
Clothing	6	1,870	+50.0	-5.8
Food and kindred products	29	3,879	+22.7	-15.0
Leather, rubber and composition goods	10	807	+150.0	-15.8
Lumber, wood and their products	12	1,622	-7.7	-27.5
Paper and paper products and printing and publishing	6	1,427	+50.0	-20.7
Textiles	10	1,684	-9.1	-19.6
Metals and metal products: (Total)	93	8,745	-25.6	-34.1
Blast furnaces and steel works	11	351	-8.3	-27.6
Rolling mills	19	1,297	-40.6	-45.0
Foundries and machine shops	4	1,537	-81.0	-37.0
Fabrication	36	3,115	-2.7	-37.7
Car repair shops	14	587	+7.7	-28.8
Automobile service stations	9	1,858	-10.0	-14.4
Other	3	595	-66.6	-25.1
COAL MINING: (TOTAL)	466	26,465	-31.1	-29.8
Anthracite coal mining	230	15,569	-36.0	-30.4
Bituminous coal mining	186	10,896	-22.2	-28.4
QUARRYING AND MINING OTHER THAN COAL MINING	26	868	0.0	-31.9
TRANSPORTATION AND PUBLIC UTILITIES: (TOTAL)	101	3,518	-29.9	-25.7
Steam railroads	58	1,475	-39.0	-30.4
Other transportation	20	1,235	+43.0	-16.0
Public utilities	23	808	-34.3	-29.4
TRADING: (TOTAL)	42	7,539	-34.4	-10.1
Retail	32	6,550	-32.0	-8.6
Wholesale	10	989	-41.2	-19.0
STATE AND MUNICIPAL	84	7,177	-19.2	+30.3
OTHER INDUSTRIES: (TOTAL)	76	7,125	+5.5	-10.7
Hotels and restaurants	3	1,599	-40.0	-9.0
Miscellaneous	73	5,526	+9.0	-11.2

ACCIDENTS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION

Industry	1932		1931		Per cent decrease in 1932	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	503	54,053	662	67,670	-24.0	-20.1
Coal mining	466	26,465	676	37,572	-31.1	-29.6
Transportation and public utilities	101	3,518	144	4,734	-29.9	-25.9
Total	1,070	84,036	1,482	109,976	-27.8	-23.6

The most influential factor in this extraordinary decline in workers killed and injured during 1932 was unemployment. Estimates by the Department of Labor and Industry place the average number of employed workers in Pennsylvania industries for 1932 at 12 per cent less than in 1931. Hours of work for those employed in manufacturing establishments in 1932 average 16 per cent less than in 1931. While accurate measurement of the relative increase or decrease of accidents can be made only on the basis of frequency and severity rates computed from records of man-hour exposure, the Department is prevented from following this procedure in the presentation of state-wide accident totals because complete records of man-hour exposure for the industries of Pennsylvania are not available and cannot be obtained unless the reporting of this information is required by law. The Department does publish reports at irregular intervals giving comparative accident frequency and accident

severity rates for those establishments in the various industries for which records of man-hours can be obtained.

Some indication of the relative decreases in accidents, employment, and wage payments for 1932 as compared with 1931 is given in the following table for those industry groups for which comparative data are available.

ACCIDENTS REPORTED DURING THE YEAR 1932, BY CAUSE

Industry	Number of accidents		Per cent increase or decrease compared with 1931	
	Fatal	Non-fatal	Fatal	Non-fatal
TOTAL FOR ALL CAUSES	1,070	84,036	-27.8	-23.6
Working machinery	36	5,838	-13.3	-24.5
Bollers and pressure apparatus	7	176	0.0	-10.2
Pumps and prime movers	3	247	0.0	-17.9
Transmission apparatus	6	144	-14.3	-26.1
Elevators and hoists	25	479	+39.0	-22.3
Cranes and derricks	11	901	-72.0	-41.0
Cars and engines	135	5,401	-40.0	-23.9
Motor vehicles	135	4,796	-15.1	-12.4
Other vehicles	11	536	+57.1	-19.0
Hand trucks	8	858	+60.0	-28.8
Water and air craft	6	38	-50.0	-49.3
Handling objects—by hand	44	19,058	-6.4	-22.6
Hand tools	9	9,106	-50.0	-18.0
Electricity	49	473	-16.9	-32.6
Explosive substances	74	1,069	-36.2	-18.1
Hot and corrosive substances	9	2,477	-40.0	-24.1
Falling objects	315	10,094	-33.5	-35.0
Falls of persons	121	13,228	-26.6	-19.9
Stepping upon or striking against objects	17	4,705	+30.8	-26.2
Miscellaneous	49	4,412	-2.0	-19.1

FACTORY EMPLOYMENT DECREASES

(Continued from page 5)

of possible reopening. Manufacturers of automobile bodies and parts report small additions to forces and considerable increases in payroll.

In the textile and clothing industries, large employment and payroll reductions were reported in the cotton, woollens and worsteds, carpet and rug, hosiery, and knit goods industries. Employment in silk mills was fairly steady, and employment in dyeing and finishing plants increased nearly 5 per cent over November.

The number employed in the food and tobacco industries decreased 8 per cent in December, largely because of the curtailments in the confectionery and cigar industries following peak production for Christmas trade. Other manufacturing industries that showed large reductions in employment and payroll totals for December were the cement, lumber, furniture, and shoe industries.

EARNINGS DECLINE

The weekly earnings of workers in manufacturing industries averaged \$14.54 a week for December, 1932, as compared with \$19.22 a week in December, 1931, a 24.4 per cent reduction. The weekly earnings of workers in all industries, manufacturing and non-manufacturing, covered by the December survey averaged \$18.98 a week. The lack of comparable information prevents a comparison of this all-industry average earnings' figure with the average for a year ago.

EMPLOYMENT

The effects of the depression are strikingly shown in the annual report of the Bureau of Employment. During the year 302,835 persons made application for employment at the fourteen district offices in the hope of securing jobs. This figure represents an increase of close to 165 per cent over that of 1931, when 137,038 applications were accepted.

There were 41,054 persons who received some employment during the year, through the 14 bureau offices, about 10,000 more than were placed during the preceding year. A total of 20,835 employers were served in 1932, whereas in 1931 this number was 22,448.

Practically every occupation is listed in the applications that were received. In the clerical and professional field 28,213 men and 17,773 women left their names for employment; 2,157 farm hands; 40,181 building mechanics, in this particular occupation a 500% increase over 1931; manufacturing had 40,316 men and 1,483 women; hotels and restaurants 4,903 men and 4,142 women; trading 3,146 men 1,456 women; semi-skilled workers 28,356 men and 32,776 women; unskilled labor 62,627 men and 6,450 women; and casual and unclassified 14,679 men and 7,990 women.

In addition to these numbers most of the offices assisted in selecting many thousands of men and women for the work relief projects in their community. These placements, which were paid in grocery orders, were not counted in the records of the Bureau, but they represented an emergency service that the Bureau was glad to give.

During the latter part of the year the Williamsport Office was closed on account of lack of appropriation. Other offices are being maintained in Allentown, Altoona, Erie, Harrisburg, Johnstown, Lancaster, Oil City, New Castle, Pittsburgh, Philadelphia, Reading, Scranton, Wilkes-Barre.

BETTER EMPLOYERS

(Continued from Page 2)

the preparation of our young people for citizenship and for wage earning which will of themselves exclude these children from industry for a longer period. Your committee would wish that you consider its child labor recommendations in these terms:

I. Minimum Age of Employment

At any occupation; 16 years during school hours; 14 years outside of school hours; compulsory school attendance standards to be amended to meet these requirements.

II. Employment Certificates

For all minors under 18 years of age, including proof of age, promise of employment, designation of occupation and hours of work and physical examination by an authorized physician. Proof of age cards for minors 18-21.

III. Hours of Work

A. Minors 14-16; daily 8; weekly 48; (continuation school hours to be included in total hours); six day week; lunch period—30 minutes; night work—to be prohibited between 6 P. M. and 7 A. M.; B. Minors 16-18; daily 8; weekly 48; six day week; lunch period—30 minutes; night work to be prohibited; (1) for girls between 7 P. M. and 6 A. M. (2) for boys between 10 P. M. and 6 A. M.

REHABILITATION

A nationwide move to coordinate activities of all agencies in each state interested in the problems of the physically handicapped has been launched in Pennsylvania.

A series of meetings were held beginning Monday, February 6 in Erie, continuing in various parts of the State until February 22.

The chief speaker at these meetings was Dr. John A. Lapp, former president of the National Conference on Social Work, now director of the National Rehabilitation Association.

The arrangements committee comprised Chairman, S. Mervyn Sinclair, director Pennsylvania State Council for the Blind; Sherman Kingsley, chairman, Committee on Handicapped National Council of Social Work; Mark M. Walter, director, Bureau of Rehabilitation, Department of Labor and Industry; Ritchie T. Lawrie, Secretary, Pennsylvania Society for Crippled Children.

The program called for the creation of permanent local and state councils of organizations, groups, and individuals actively interested in the welfare of physically handicapped persons. Legislation to safeguard the interests of the handicapped which will lead to the discovery, by diagnosis, treatment, training and ultimate employment of the disabled will be promoted by the councils. In addition the councils will seek to overcome the injustice of denial of equal employment opportunities to adequately trained physically handicapped persons.

Meetings were held in Erie, Warren, Pittsburgh, Uniontown, Johnstown, Altoona, Clearfield, Williamsport, Wilkes-Barre, Scranton, Reading, Pottsville, Lancaster, York, Harrisburg, Philadelphia, Allentown.

The campaign to organize the session in Wilkes-Barre of the local councils closed with the Pennsylvania Conference on Social Welfare, February 22, 23, and 24.

INDUSTRIAL BOARD

1. Regulations for Boilers. The following interpretation of paragraph P-328 was approved: "It is not the intent of paragraph P-328 of the Pennsylvania regulations for boilers to require installation of approved boiler door latches on ash pit doors so long as they continue to be used as doors for the removal of ashes."

The following devices were approved:

Company	
National Emergency Light Company, Pittsburgh, Pa.	Types FLU-1 and FLU-2 portable storage battery emergency lighting unit.
American Seating Company, Grand Rapids, Mich.	Device for fastening steel folding chairs together and in blocks.
Philadelphia Dairy Products Co., Inc., Pottstown, Pa.	Type number 160-A boiler door latch.
Holmes Projector Company, Chicago, Ill.	Educator model of Sound on Film Projector.
Berks Engineering Company, Reading, Pa.	Hydro-Gas engine generator emergency lighting system Type E, H. D. C. 3W Serial Number 1.
A. B. See Elevator Company, New York City.	Types A2 and A3 Universal locking devices for sliding or swinging shaftway doors of automatic control elevators.

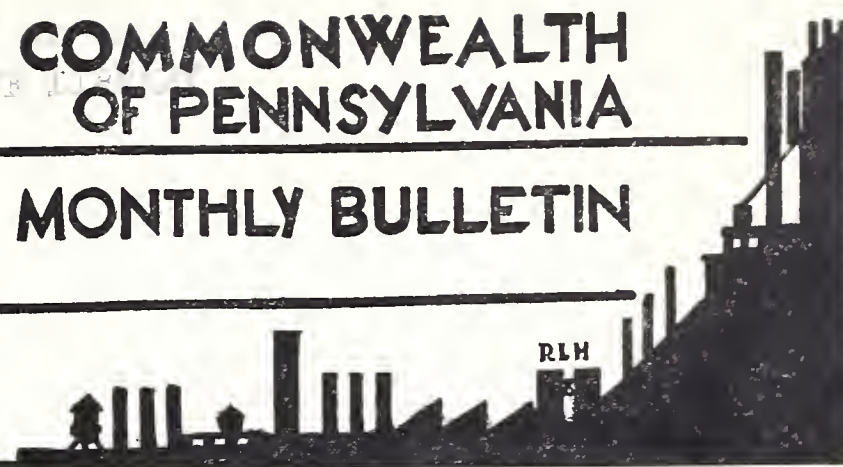
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LABOR AND INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



Vol. XX, No. 3

HARRISBURG, PA.

March, 1933

INDUSTRIAL DISEASE COMPENSATION FAVORED

The Governor's Commission on Compensation for Occupational Disease has made its report, which will be printed and made available for general distribution.

The conclusions of the Commission, summarized briefly, are:

1. The Commission recognizes that provision has been made for the inclusion of occupational diseases within the scope of compensation by the constitutional amendment of 1915.

2. The Commission is definitely convinced that any compensation law including occupational diseases within the compensation system of the state of Pennsylvania would require a separate act with a separate framework of rules and procedure for the administration of such law in so far as occupational disease presents a problem different from that presented by accidents. In its other general provision such as benefit levels it would incorporate by reference the compensation act at present in effect.

3. The Commission is of the opinion that occupational disease legislation should recognize that accidents happen at a given point of time with a particular employer, that occupational diseases are frequently of slow development, clear up and recur and that special provisions fitted to this difference in character must be made.

4. Your Commission is likewise convinced that the phrase "occupational disease" has a distinct significance, but that it is not capable of such accurate definition that administrative boards and courts will be able without the assistance of scientists to determine what is or is not such a disease. It is further convinced that this question should be definitely outlined by a schedule listing the special diseases to be covered.

5. The Commission is also of the opinion that in connection with a listing of diseases there should be a general statement of the occupations within which those diseases naturally occur. The intent of such statement of listing as to limitation and/or presumption should be stated in the act.

6. Your Commission is of the opinion that the framework of an Act should contain in addition to the schedule and the description of occupations, provisions relating to the following matters which would be applicable to all occupational diseases:

(a) Payment of compensation should be con-

fined to diseases due to the nature of and arising out of the claimants' employment.

(b) The date of disability should be held to correspond to the date of the accident or injury in determining the time to which the obligation to pay compensation should relate.

(c) Limitations relative to the filing of claims distinctly appropriate to occupational diseases should be provided for.

(d) Provision should be made recognizing the possibility that the disease may have arisen during different periods of employment under different employers in order to determine which employer or which employers shall pay the compensation.

(e) Provision should be made also to protect the employer in the payment of compensation against a wilful misstatement of prior history on the part of the employee, or in the payment of compensation in the case of a disease, the occurrence of which or the disability incident to which, shall be due to the wilful act of the employee.

7. Your Commission is of the opinion that the diseases which will be of major importance and which will present the greatest difficulties as administrative problems are silicosis and/or miners' asthma, and further believes that any act which includes them as compensable diseases must contain special provisions outlining the course of procedure to be followed in determining in a given case whether or not a claimant is entitled to compensation, and which employer or employers shall be held liable therefor.

8. Your Commission is convinced that the proper administration of an occupational disease act requires expert scientific determination of the broad question as to what is and what is not an occupational disease, and also to determine in any given case whether a claimant is suffering from an occupational disease due to the nature and arising out of his employment. It is, therefore, urged that any act adopted should provide for the appointment of a Board, in membership in which should be individuals possessing special medical and chemical knowledge, their findings to be regarded as conclusive in the field of their special knowledge.

9. The Commission is of the opinion that it is impossible accurately to estimate the additional cost which will be imposed upon industries by reason of the inclusion of occupational diseases in a compensation system.

(Continued on page 10)

P38.14

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FACTORIES NOT CLOSED

By CHARLOTTE E. CARR

DEPUTY SECRETARY DEPARTMENT OF LABOR AND INDUSTRY

In the press for economy, it has been assumed that even the existing small force of fifty-six general factory inspectors (reduced from 68 inspectors in the last nine months) is larger than needed by the Department's Bureau of Inspection because, it is alleged, more than half of the factories in the State are closed.

It is true that the present level of productive activity in Pennsylvania factories is about 53 per cent of normal, but this by no means should be construed as indicating that 47 per cent of the factories in the State are closed. It does mean that while a small number of factories are closed, by far the larger majority are open but operating on greatly reduced schedules. Experience has proved that a reduced schedule of factory operation has little effect on the need for safety inspection. Also that a factory closed for some time and about to reopen is in need of a very thorough inspection.

In order to correct this mistaken impression concerning the lack of need for factory inspection (because of reduced manufacturing productivity), the Department's Bureau of Statistics, in cooperation with the Federal Reserve Bank of Philadelphia, made a special analysis of the February, 1933, reports on employment, payrolls, and hours of operation, from nearly 1,400 manufacturing establishments in Pennsylvania. This list of reporting firms is a representative cross section of the manufacturing industry of the State.

Analysis showed that of 1,390 firms submitting reports for February, 1933, only 45, or 3.2 per cent of the total were entirely closed. An additional twenty-six plants, or 1.9 per cent of the total, were closed but had maintenance forces at work. If these figures are fairly indicative of general conditions in the manufacturing industries of the State, and there is no reason to doubt that they are not, the conclusion must be reached that only five per cent of the total manufacturing establishments in Pennsylvania are not operating, while nearly 70 per cent are operating on five or more days a week. Figures showing the number of days worked by the reporting plants during the period covered by the February, 1933, reports are given in Table I.

Information on the number of employe-hours worked was reported by 1,313 establishments. These records show that 17 per cent of the plants worked less than 30 hours during the week covered by the February report, 14 per cent worked between 30 and 39.9 hours, 47 per cent worked between 40 and 49.9 hours, and 22 per cent worked 50 or more hours.

Table I. Number and Proportion of Manufacturing Plants Reporting to The Federal Reserve Bank of Philadelphia and to the Department of Labor and Industry That Were Entirely Closed and the Number Working a Specified Number of Days a Week during the Period Covered by the February, 1933, Report

Working schedule during week reported	Number of plants	Number of wage earners	Per cent of reporting plants	
			Actual	Cumulated
Entirely closed -----	45	0	3.2	3.2
Maintenance force only -----	26	364	1.9	5.1
Operating:				
1 day a week -----	23	1,558	1.6	6.7
2 days a week -----	54	3,115	3.9	10.6
3 days a week -----	136	19,607	9.8	20.4
4 days a week -----	151	34,725	10.9	31.3
5 days a week -----	701	112,183	50.4	81.7
6 days a week -----	208	32,224	15.0	96.7
7 days a week -----	46	16,043	3.3	100.0
Total -----	1,390	219,819	100.0	---

Information showing the hours worked by the reporting plants during the February, 1933, report is shown in Table II.

The figures verify what our inspectors knew from daily experience, that the closed manufacturing plant is the exception, while the plant with irregular hours of employment, part-time work or overtime work, is more nearly the rule.

Table II. Weekly Hours of Work for Manufacturing Plants Reporting to The Federal Reserve Bank of Philadelphia and to the Department of Labor and Industry as Shown by Reports for the Period Covered by the February, 1933, Report

Hours worked of reporting plants	Number of plants	Number of wage earners*	Per cent of reporting plants	
			Actual	Cumulated
Less than 10 hours -----	11	491	0.8	0.8
10 to 19.9 hours -----	58	4,204	4.4	5.2
20 to 29.9 hours -----	154	23,685	11.7	16.9
30 to 39.9 hours -----	179	33,582	13.6	30.5
40 to 49.9 hours -----	618	97,261	47.1	77.6
50 to 59.9 hours -----	207	28,915	15.8	93.4
60 to 69.9 hours -----	34	2,925	2.6	96.0
70 hours and over -----	52	24,975	4.0	100.0
Total -----	1,313	216,038	100.0	---

* Number of workers employed on all shifts at plants working stated number of hours.

COMPENSATION BUREAU PUSHES PROTECTION OF BETTER EMPLOYERS

By STEPHEN B. SWEENEY

DIRECTOR BUREAU OF COMPENSATION

Workmen's compensation insurance is a cost of production and enters into the price of the finished product just as much as does the cost of labor or raw materials. Better employers recognize this, accept it, and for years have ceased looking upon it as a burden.

It becomes a burden on the better employers, however, when their unscrupulous competitors can reduce the total cost of their finished products by not insuring. In the majority of cases this is done deliberately. In some industries it gives the same advantage as a five per cent lower payroll.

Ignorance of the compulsory insurance requirement of the law is often pleaded as an excuse. It is probably

(Continued on Page 8)

WOMEN WORKERS AFTER A PLANT SHUTDOWN

By ELIZABETH S. JOHNSON, Assistant Director

BUREAU OF WOMEN AND CHILDREN

This article is an abstract of a study by the Bureau of Women and Children which will be published in Special Bulletin No. 36 of the Department of Labor and Industry

What happens to women workers who are dismissed from a mill that is permanently closed? How long does it take them to find new jobs? How do earnings at the new jobs compare with earnings at the old jobs? How do the workers live while making their readjustments? It was to answer these questions that investigators of the Bureau of Women and Children interviewed 324 women workers during the first half of 1932, about 10 months after these women had been laid off from two silk mills which were closed permanently.

The closing of the two silk mills, one in Philadelphia and one in Bethlehem, threw these women workers into a seriously overcrowded labor market. In Philadelphia, for example, one in every four women wage-earners was already without employment. As a result, these silk workers experienced great difficulty in getting any kind of work even for a short time. By the end of three months just one-half of the total number of dismissed workers had found a first job.

Finding one job however did not solve the employment question for many of these women. The problem of readjustment in this depression period was very much complicated by the short duration of many of the jobs. Only a little over one-half of the 324 women workers had jobs when they were interviewed, approximately 10 months after their dismissals. The distribution of these women according to their employment status at the time of the interview was:

Employed 185, or 57 per cent;

Unemployed 122, or 38 per cent;

Not looking for work 17, or 5 per cent.

The difficulty experienced by the older women in making readjustments following their dismissals corroborated the prevailing opinion that the older worker is at a great disadvantage in finding a new job.

Whether these women were able to secure new jobs in the silk industry or whether they were crowded out of the silk industry but managed to elbow their way into some other line of work was of vital importance to them. The silk workers almost without exception wanted most of all to get back into silk-mill work. "There's a fascination to silk that makes it hard for one to turn to anything else." But only 127 of the 324 dismissed workers were holding silk-mill jobs at the time of the interview. The workers in Bethlehem fared better in this respect than the workers in Philadelphia. The occupations at which the chance of re-employment was best were the more skilled types of work in the silk industry, warping and weaving. In addition to the 127 workers who had silk-mill jobs at the time of the interview only 58 had jobs at other kinds of work. These other jobs were most frequently some kind of factory work or domestic service.

The fact that 57 per cent of the dismissed workers had jobs at the time of the interview did not mean however that the new jobs were fully taking the place of the old ones. The workers had had median earnings of between \$19 and \$20 for a full week at the mill from which they were dismissed, while the workers who were fortunate enough to have new jobs in silk mills had median full-time earnings of \$15.69, a decrease of 18 per cent from the median full-time earnings at the old

silk-mill jobs. The wages at the jobs outside the silk industry were much lower than for the new silk-mill jobs. The median full-time earnings for these other jobs were \$8.50 a week, or a drop of 56 per cent from the median rate of earnings in the silk mills which closed. The lowest median full-time earnings at any new occupation were five dollars a week for the clothing factory operatives. The next lowest median was six dollars for the women employed full time in domestic service. Although these earnings are for full-time work, one-third of the women were working only part time the week before the interview. The median actual earnings at all new jobs regardless of the hours worked were \$11.42 a week.

The extent to which these women suffered loss of earnings in the period following their dismissals depended not only on the reduction in wage rates but also on the proportion of unemployed time. Taking into consideration both reduction in wage rates and the amount of unemployment the average earnings of the women for the whole period between the date of dismissal and the date of interview, approximately 10 months, may be roughly estimated as only 33 per cent of the earnings for the corresponding period prior to their dismissals.

Jobs and earnings, though problems of industry, are likewise problems of personal finance and standards of living. Thirteen women, nearly half of the 30 workers who were not living with their families, did not have sufficient earnings and personal resources to tide them over the period of readjustment up to the time of interview but had to turn to others for help. When earnings and savings were exhausted the help of friends was the chief source of aid. One woman living alone had been granted unemployment relief of \$1.50 a week.

When the dismissed silk workers were living at home as part of a family group, which was their usual situation, the workers' problem of support was the family's problem. Barely one-third of the 267 families reporting on their means of support had earnings or other regular income sufficient to maintain themselves during the period after the dismissal of the silk worker without drawing on savings or other capital resources, or using outside aid. Another group of 77 families managed to get along by drawing on savings and raising money from life insurance or other property. The other 106 families, 40 per cent, reported that earnings and resources were insufficient to keep them and they had had to go into debt or depend upon outside help. Fourteen of the families were receiving assistance from organized relief agencies.

What the reduced family earnings, the using up of savings, and the necessity of receiving aid from outside sources meant in lowered standards of living and in discouragement was intimated to the investigators many times. Here was a family pinched by the monotony of a bread and macaroni diet; there one of the silk workers who had no new clothes for a year; elsewhere a cold house. Fun and good times were things of the past for many. Several families were broken up following the foreclosure of mortgages on their homes, or their inability to pay rent, and numbers of others were living

(Continued on page 8)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

INDUSTRIAL EMPLOYMENT AND PAYROLLS SHOW LARGE REDUCTIONS

Industrial employment and payroll reports for January, 1933, showed reductions larger than the usual seasonal reductions for this period. Reports from nearly 4,000 establishments representing most of the important industries of the State showed a 6.1 per cent decrease in employment for January as compared with December. Payrolls dropped 11.0 per cent. Gains in employment of less than one per cent were recorded for bituminous coal mining, public utilities, and insurance and real estate firms. Employment in the crude petroleum producing industry increased 10.8 per cent over December, and employment on State highways increased 29.5 per cent over December. These were the only major industries showing any employment gain for the month. Decreased employment was shown for all other industry groups. Largest employment decreases were anthracite coal mining 16 per cent, quarrying 31 per cent, building construction 11 per cent, retail trade 17 per cent, and manufacturing 4 per cent. Payrolls in these industries were correspondingly lower.

MANUFACTURING EMPLOYMENT DECLINES

Reports for 790 manufacturing establishments indicated a 4.2 per cent decrease in employment and a 9.6 per cent reduction in payrolls for January as compared with December. Employment decreases were shown for 43 of the 51 manufacturing industries covered by the report. The only industries not affected by the continued downward movement of manufacturing employment in January were the blast-furnace, automobile body and part, silk, women's clothing, shirts and furnishings, chemical and drug, petroleum refining, and shoe manufacturing industries. The blast-furnace industry was the only one of 12 metal industries to show any improvement. Employment for the blast-furnace industry for January increased nearly eight per cent over December, and payrolls gained nearly six per cent. Large reductions in employment and payrolls were reported for the iron and steel forgings, structural iron, stove and furnace, and hardware and tool industries.

In the manufacture of transportation equipment, a 57 per cent employment gain was recorded for the auto bodies and parts group. Railroad car building and repair shops and shipyards showed further decreases in employment.

In the textile industry, manufacturers of silk and silk goods reported a slight gain in employment for the month, but payrolls in the silk industry were less than

in December. A seasonal advance of 17 per cent in employment was shown for the women's clothing industry.

Employment in shirt factories increased nearly four per cent. Employment for nearly all other industries of the textile group, notably in dyeing and finishing, carpets and rugs, hats, hosiery, and other knit goods showed large decreases as compared with December.

Seasonally decreased operations also were reported by manufacturers of building supplies. Employment in the brick, cement, and glass industries for January decreased more than 10 per cent as compared with December, and employment in lumber and planing mills was 13 per cent lower. Furniture factories also were operating with greatly reduced forces because of a seasonally lessened demand.

Manufacturing employment for January, 1933, at approximately 58 per cent of its 1923-1925 average, was 16 per cent lower than for January, 1932. Wage payments in the manufacturing industries for January, 1933, aggregated only 32 per cent of the 1923-1925 average and were 37 per cent lower than a year ago.

COAL MINING SLACKENS

The spurt in anthracite coal mining activity in December was short-lived. Reports from 151 anthracite collieries for January showed a 16 per cent employment reduction and a 23 per cent decrease in payrolls as compared with December. Anthracite coal

mining activity for the winter months of 1932-1933 has been much lower than usual. Employment and payrolls in anthracite mining for January, 1933, were approximately 30 per cent lower than for the corresponding month a year ago.

Employment at 381 Pennsylvania bituminous mines for January gained slightly, 0.2 per cent, over December. Payrolls, however, decreased 4.2 per cent. Employment in the Pennsylvania bituminous mines for January, 1933, was seven per cent lower than a year ago, and wage payments 24 per cent less than in January, 1932.

CONSTRUCTION EMPLOYMENT AT LOW LEVEL

Seasonal inactivity in construction work resulted in a further shrinkage of construction employment in January. Reports from more than 1,100 contractors show a 12 per cent decrease in employment and a 16 per cent reduction in payrolls for January as compared with December. Employment in building trades dropped 11 per cent and forces of contractors on road and other construction projects showed even larger decreases. The

THE FACTS IN BRIEF

Item	Per cent change	
	January, 1933 as compared with December, 1932	January, 1933 as compared with January, 1932
Employment	— 6.1	—16.1 ¹
Payrolls	—11.0	— 9.6 ¹
Average weekly earnings	— 5.2	—26.9 ¹
Estimated number unemployed	+17.6	+30.8 ²
Volume of building (42 cities)	—10.6	—30.0
Industrial accidents reported	— 2.7	— 5.0
Workmen's compensation agreements approved	+12.7	+ 2.1
Amount of compensation awarded....	+17.9	— 0.1

¹Manufacturing only.

²January total not strictly comparable with estimates for earlier months because of a slight change in method of estimating.

only gain in construction work was in the State highway forces. A total of 43,163 road workers were employed by the State Highway Department in January, a 30 per cent increase over the December total and 50 per cent more than the number employed in January, 1932.

STORES REDUCE FORCES

Sales forces in retail stores were reduced sharply during January following peak employment during the

season of Christmas trade in December. Reports from 310 retail establishments for January show a 17.2 per cent decrease in employment as compared with December.

The average earnings of workers in the manufacturing industries of Pennsylvania from December, 1929, to December, 1932, decreased 45.4 per cent. The cost of living in the three largest industrial areas of the State, according to figures of the U. S. Bureau of Labor Statistics decreased 23.5 per cent for the same period.

Employment and Earnings in Manufacturing Industries in Pennsylvania¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Jan. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Jan. 15, 1933	Index numbers 1923-1925 = 100			week ended	
			Jan. 1933	Per cent change compared with			Jan. 1933	Per cent change compared with		Jan. 15, 1933	Dec. 15, 1932
				Dec. 1932	Jan. 1932			Dec. 1932	Jan. 1932		
ALL MANUFACTURING INDUSTRIES (51) 36% -----	790	\$211,451	57.7	- 4.2	-16.1	\$2,893,815	31.9	- 9.6	-36.5	\$13.69	\$14.54
Metal products: (12) 64% -----	236	92,595	47.2	- 6.0	-22.2	1,070,469	21.7	-12.1	-45.8	11.56	12.42
Blast furnaces -----	12	1,341	37.8	+ 7.7	- 4.5	16,530	15.4	+ 5.5	-34.7	12.33	12.64
Steel works and rolling mills -----	48	50,609	42.2	- 6.0	-21.6	515,676	18.1	-12.6	-45.2	10.19	10.92
Iron and steel forgings -----	9	814	47.7	-10.5	-14.2	12,112	27.5	-23.8	-18.4	14.88	17.45
Structural iron work -----	10	2,282	55.1	-16.8	-30.7	22,614	20.0	-33.3	-62.3	9.91	12.45
Steam and hot water heating app. -----	14	2,541	68.9	- 7.5	-11.7	39,184	37.2	- 4.1	-26.0	15.42	14.94
Stoves and furnaces -----	5	315	51.7	-28.3	- 2.5	4,464	25.9	-45.0	-12.5	14.17	18.56
Foundaries -----	34	3,924	43.6	- 6.8	-26.1	41,849	16.2	-17.8	-48.6	10.66	12.12
Machinery and parts -----	43	5,429	51.6	- 4.1	-25.0	82,009	26.5	- 7.7	-42.8	15.11	15.65
Electrical apparatus -----	22	18,825	66.7	- 2.6	-25.8	253,625	34.4	- 9.7	-51.5	13.47	14.53
Engines and pumps -----	10	1,099	29.3	- 8.2	-22.3	13,015	13.0	-19.8	-43.5	11.84	13.61
Hardware and tools -----	18	3,511	53.9	-13.5	-16.8	40,834	26.7	-18.1	-41.1	11.63	12.26
Brass and bronze products -----	11	1,905	52.3	- 1.3	- 7.8	28,557	27.9	- 7.9	-21.6	14.99	16.10
Transportation equipment: (8) 19% -----	84	14,331	36.7	+ 3.1	-33.3	216,120	18.5	- 8.4	-56.7	15.08	17.02
Automobiles -----	4	1,372	27.7	0.0	-47.5	14,806	8.0	-17.5	-74.4	10.79	13.09
Automobile bodies and parts -----	10	3,029	46.5	+57.1	-37.7	61,530	31.4	+27.6	-54.1	20.31	24.75
Locomotives and cars -----	12	5,029	18.8	- 6.0	- 2.1	70,564	9.0	-20.4	-25.0	14.03	16.77
Railroad repair shops -----	5	3,666	61.6	- 9.0	- 6.1	46,559	30.3	-20.9	-41.3	12.70	14.63
Shipbuilding -----	8	1,235	28.3	- 1.7	-24.7	22,661	29.5	+ 2.4	-38.8	18.35	17.61
Textile products: (11) 22% -----	160	47,711	80.9	- 4.6	- 6.1	628,710	52.1	-10.8	-22.9	13.18	14.09
Cotton goods -----	18	2,532	53.8	- 1.8	-14.9	40,285	38.8	- 6.8	-30.6	15.91	16.78
Woolens and worsteds -----	13	3,030	51.5	- 8.6	- 8.0	44,764	32.4	+ 1.3	-27.8	14.77	14.10
Silk goods -----	44	16,517	94.4	+ 0.9	+ 1.5	190,462	65.4	- 7.8	-17.7	11.53	12.59
Textile dyeing and finishing -----	12	1,172	62.2	-10.2	-24.8	24,018	52.2	- 2.8	-26.5	20.49	18.89
Carpets and rugs -----	9	1,928	46.6	- 8.3	-11.9	25,650	24.3	-20.6	-33.2	13.30	15.34
Hats -----	3	2,154	55.2	-13.5	-14.0	42,057	43.9	-15.3	+ 8.7	19.53	19.91
Hosiery -----	81	14,780	100.1	- 7.3	-11.2	210,709	66.8	-12.0	-28.2	14.26	15.01
Knit Goods, Other -----	12	1,885	70.8	-24.2	- 1.8	19,454	41.6	-33.3	- 9.6	10.32	11.74
Men's clothing -----	9	692	68.8	- 6.4	+ 6.8	5,344	32.5	-25.8	-23.5	7.72	9.73
Women's clothing -----	7	1,250	123.1	+17.2	+11.4	11,779	80.2	+13.8	-16.8	9.42	9.72
Shirts and furnishings -----	7	1,771	121.5	+ 8.8	+ 4.1	14,188	64.3	-18.4	-24.8	8.01	10.09
Foods and tobacco: (5) 30% -----	91	17,555	88.5	- 2.4	- 5.0	270,565	64.5	- 9.0	-18.7	15.41	16.50
Bread and bakery products -----	27	3,442	94.5	- 2.1	- 5.6	75,113	74.5	- 4.6	-15.9	21.82	22.19
Confectionery -----	13	3,843	87.3	- 1.2	- 8.9	54,921	64.1	-10.8	-23.7	14.29	15.82
Ice cream -----	11	854	69.5	- 3.6	-15.0	20,908	53.2	- 7.3	-31.7	24.48	25.44
Meat packing -----	14	1,954	94.7	- 1.4	- 0.4	42,626	67.7	- 6.0	-17.1	21.81	22.90
Cigars and tobacco -----	26	7,462	83.2	- 3.0	- 2.7	76,997	52.7	-14.0	-14.9	10.32	11.60
Stone, clay and glass products: (3) 34% -----	62	6,899	40.0	-10.9	-23.2	76,579	15.8	-18.1	-45.1	11.10	12.15
Brick, tile and pottery -----	32	2,384	45.0	- 7.4	-25.5	21,977	16.0	- 8.0	-47.5	9.22	9.19
Cement -----	15	2,268	27.7	- 9.5	-41.4	26,026	10.1	-12.9	-63.0	11.48	12.25
Glass -----	15	2,247	61.6	-15.5	+18.2	28,576	33.7	-28.0	+ 4.0	12.72	14.93
Lumber products: (3) 17% -----	46	2,006	33.4	-12.6	-32.5	22,182	16.5	-28.3	-53.0	11.06	13.48
Lumber and planing mills -----	16	306	13.2	-13.2	-60.7	3,795	7.5	- 9.6	-71.5	12.40	11.93
Furniture -----	25	1,040	38.8	-17.8	-26.9	12,171	18.7	-33.7	-51.6	11.70	14.49
Wooden boxes -----	5	660	52.0	- 1.3	-11.0	6,216	25.4	-24.9	-25.7	9.42	12.38
Chemical products: (5) 25% -----	51	10,512	78.3	+ 0.4	- 5.2	221,579	60.5	- 0.2	-16.0	21.08	21.20
Chemicals and drugs -----	30	1,761	56.9	+ 2.2	- 6.0	84,768	43.7	+ 0.2	-15.5	19.74	20.16
Coke -----	3	1,599	54.3	- 1.3	-13.0	17,306	18.7	- 6.0	-36.2	10.82	11.36
Explosives -----	8	416	64.6	- 0.6	- 9.4	6,100	43.6	-19.3	-32.6	14.66	18.08
Paints and varnishes -----	9	866	83.8	- 0.6	- 7.2	12,132	50.3	-14.0	-31.0	14.01	16.18
Petroleum refining -----	6	5,870	118.0	+ 0.5	- 2.2	161,273	106.0	+ 2.7	-11.1	25.77	25.22
Leather and rubber products: (4) 46% -----	43	8,921	83.4	+ 0.5	- 4.9	129,576	54.0	- 3.4	-16.0	14.52	15.11
Leather tanning -----	16	4,784	90.2	- 1.2	+ 2.2	79,637	58.2	- 5.8	- 6.7	16.65	17.43
Shoes -----	17	2,951	83.6	+ 6.4	-15.0	29,871	50.9	+19.5	-30.0	10.12	9.03
Leather products, Other -----	6	440	61.1	-12.8	- 5.4	8,227	49.0	- 4.9	-21.8	18.70	17.14
Rubber tires and goods -----	4	746	76.5	- 1.5	- 4.7	11,841	49.3	-26.0	-25.6	15.87	21.08
Paper and printing: (3) 23% -----	67	10,921	80.3	- 1.5	- 9.1	258,035	63.6	- 3.5	-23.3	23.63	24.14
Paper and wood pulp -----	13	3,392	72.9	0.0	- 4.6	61,356	48.1	+ 0.8	-20.0	18.09	17.93
Paper boxes and bags -----	10	702	58.0	-11.7	-20.2	8,176	42.6	-26.4	-34.7	11.65	13.95
Printing and publishing -----	44	6,827	85.4	- 0.9	-10.2	188,503	71.4	- 8.4	-23.6	27.61	28.34

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for these groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

WORKERS WITHOUT JOBS ESTIMATED AT 1,309,850 FOR JANUARY

The Department estimates the number of workers without jobs in Pennsylvania for mid-January, 1933, at 1,309,850, or 35.2 per cent of those usually engaged in gainful occupations. This is an increase of 195,854, or 17.6 per cent, over the number estimated as totally unemployed for December, 1932. The January estimate is not strictly comparable with estimates made by the Department for earlier periods because of a slight change in the method of estimating. In all earlier estimates, State highway employment was included as one of the eighteen indexes of employment used in determining the shrinkage in the volume of industrial employment from month to month. Since the construction and maintenance of State highways is now in a large measure a work relief project, it seems inadvisable to continue the use of the State highway employment index in estimating the extent of unemployment.

LITTLE BUILDING CONSTRUCTION IN JANUARY

Reports on building permits issued in 42 municipalities of the State for January show that permits for all types of construction including new work, additions and alterations repairs and installations aggregated only \$1,145,799, a 10 per cent decrease as compared with the December total and a 30 per cent reduction as compared with the volume of building in these same municipalities for January, 1932.

At the request of the United States Bureau of Labor Statistics and the Federal Home Loan Bank Board, the Department of Labor and Industry extended its building survey in January to cover every municipality in Pennsylvania having a population of 10,000 or more. As a result of this extension in the scope of the building survey, the number of municipalities reporting each month has been increased from 47 to 77. Building permit

records for January were received from 72 of these 77 cities. Of the 72 municipalities reporting for January, only 14 showed building activities in excess of \$10,000, while in 22 municipalities no permits were issued for any type of building work. Employment for 127 wholesale firms reporting for January was only 0.7 per cent less than in December. Clerical employments as represented by reports from banks, brokers, insurance companies, and real estate firms exhibited little change for January as compared with December totals. Employment for 239 commercial banks decreased 0.6 per cent. Employment for 58 investment banking and brokerage concerns was unchanged for the two months. Employment for insurance companies, including sales forces, increased 0.7 per cent in January over December. The extreme dullness in real estate transactions was reflected by a three per cent reduction in employees of real estate firms.

WORKERS' EARNINGS AND COST OF LIVING

The wage income of workers as represented by average weekly earnings continued at an abnormally low level in January. Weekly earnings for nearly a half million workers employed by the 4,000 reporting firms averaged \$17.68 for the week covered by the January report as compared with \$18.64 a week in December, a 5.2 per cent reduction. The average earnings of workers in the non-manufacturing industries were generally higher than in manufacturing. Average weekly earnings in January for 248,000 workers in non-manufacturing pursuits were \$21.08 as compared with an average of \$13.69 for more than 200,000 workers engaged in manufacturing occupations. In manufacturing industries, weekly earnings of \$10.00 or less were shown for the structural iron, men and women's clothing, shirts and furnishings, brick, tile, and pottery, and wooden box industries, and in the non-manufacturing for quarrying and municipal street construction.

Employment and Earnings in Non-Manufacturing Industries in Pennsylvania¹

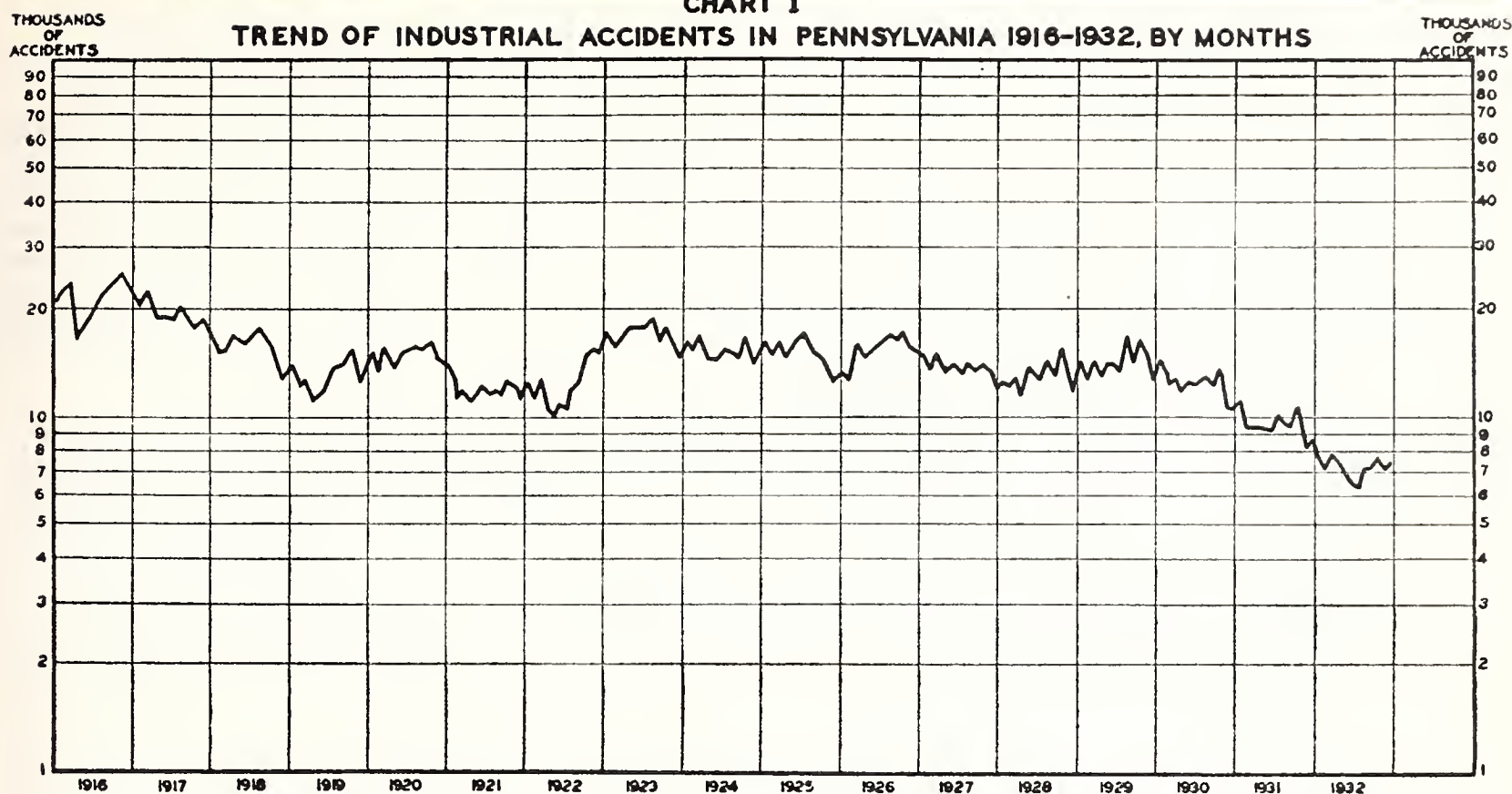
GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLL				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Jan. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Jan. 15, 1933	Index numbers 1923-1925 = 100			week ended	
			Jan. 1933	Per cent change compared with			Jan. 1933	Dec. 1932	Jan. 1932	Jan. 1933	Dec. 1932
				Dec. 1932	Jan. 1932						
Anthracite coal mining ² (63%) -----	151	71,822	51.1	-15.8	-31.1	\$1,719,329	36.3	-23.1	-29.5	\$23.94	\$26.21
Bituminous coal mining ³ (52%) -----	381	50,861	73.0	+ 0.2	- 7.4	584,777	32.5	- 4.2	-23.9	11.50	12.03
Quarrying & non-metallic mining (22%) -----	58	1,531	-----	-30.6	-----	12,910	-----	-39.6	-----	8.43	9.69
Construction:											
Building construction (30%) -----	1,005	5,612	-----	-11.0	-----	113,872	-----	-10.8	-----	20.29	20.23
Street and Highway: (100%)											
State -----	4	43,163	-----	+29.5	-----	-----	-----	-----	-----	-----	-----
Municipal -----	15	282	-----	-16.3	-----	3,207	-----	-21.1	-----	11.87	12.07
Contractors -----	36	770	-----	- 0.9	-----	7,135	-----	-20.4	-----	9.27	11.54
Other construction -----	65	2,583	-----	-15.9	-----	48,350	-----	-24.6	-----	18.72	20.87
Canning and preserving -----	23	2,294	-----	- 5.8	-----	25,804	-----	-18.5	-----	11.25	13.01
Crude petroleum producing -----	20	617	-----	+10.8	-----	15,077	-----	+12.4	-----	24.44	24.08
Dyeing and cleaning (20%) -----	25	1,091	-----	- 1.6	-----	17,677	-----	- 1.8	-----	16.20	16.23
Hotels (61%) -----	177	9,240	-----	- 2.7	-----	114,721	-----	- 7.1	-----	12.42	13.00
Laundries (20%) -----	40	2,969	-----	- 2.0	-----	44,044	-----	- 2.8	-----	14.83	14.96
Street railways (50%) -----	5	11,009	65.1	- 0.2	-12.5	286,323	52.5	- 6.1	-24.9	26.01	27.58
Public utilities (65%) -----	682	47,631	-----	+ 0.3	-----	1,316,012	-----	+ 0.4	-----	27.63	27.58
Retail trade (8%) -----	310	25,132	-----	-17.2	-----	487,258	-----	-15.0	-----	19.39	18.89
Wholesale trade (3%) -----	127	3,422	-----	- 0.7	-----	94,600	-----	0.0	-----	27.64	27.45
Banking and brokerage -----	297	7,048	-----	- 0.5	-----	220,320	-----	- 0.5	-----	31.26	31.26
Insurance and real estate -----	110	4,475	-----	+ 0.5	-----	124,165	-----	- 0.7	-----	27.75	28.11
Total—non-manufacturing (30%) -----	3,120	248,389	-----	- 7.7	-----	5,235,581	-----	-11.8	-----	21.08	22.04
Total—manufacturing (36%) -----	790	211,451	57.7	- 4.2	-16.1	2,893,815	31.9	- 9.6	-36.5	13.69	14.54
GRAND TOTAL (35%) -----	3,910	459,840	-----	- 6.1	-----	8,129,396	-----	-11.0	-----	17.68	18.64

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry. The percentage figures opposite the group totals indicate the approximate proportion of total employment for those groups in Pennsylvania, as determined by the Fifteenth Census, that is represented in this table.

² Reported by the Anthracite Bureau of Information. ³ Chain index—Year 1929 = 100.

⁴ Data from Department of Highways' report, February 1, 1933. Not included in totals.

CHART 1
TREND OF INDUSTRIAL ACCIDENTS IN PENNSYLVANIA 1916-1932, BY MONTHS



INDUSTRIAL ACCIDENTS

Very little change occurred in the number of industrial accidents reported to the Bureau of Workmen's Compensation during January despite reductions of 6.2 per cent in employment and 11.1 per cent in payrolls as compared with December, 1932. Fatal accidents in January numbered 98 as compared with 96 in December, an increase of 2.1 per cent. Non-fatal accidents totaled 7,033 in January as against 7,229 in December, a decrease of 2.7 per cent. In comparison with January, 1932, fatal accidents for January, 1933, increased 24.0 per cent while non-fatal accidents declined 5.3 per cent.

The relative increase or decrease in accidents, employment, and payrolls for January, 1933, as compared with

December, 1932, for those industry groups for which comparative data are available is shown in the following table.

Per Cent Increase or Decrease in Accidents, Employment, and Wage Payments for January, 1933, as Compared with December, 1932

Industry	Industrial Accidents	Employment	Wage Payments
Anthracite coal mining	-2.0	-15.7	-22.9
Bituminous coal mining	+24.5	+0.2	-4.2
Construction and contracting	-21.3	-18.7	-21.3
Manufacturing	-5.5	-4.2	-9.6
Quarrying	-24.7	-30.6	-39.6
Retail trade	-3.6	-17.2	-15.0
Wholesale trade	+14.1	-0.7	0.6

(Continued on Page 9)

Accidents Occurring During Course of Employment Reported During January, 1933

CAUSE	Total of all Industries		Constructing and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.
TOTAL OF ALL CAUSES	79	7,429	9	663	22	2,104	13	1,394	13	1,072	2	60	8	244	3	56	---	166	4	632	3	563	2	475
Working machinery and processes	6	499	---	23	3	318	1	29	1	51	---	6	---	---	1	5	---	9	---	28	---	10	---	20
Boilers and pressure apparatus	---	14	---	2	---	7	---	3	---	---	---	---	---	---	---	---	---	---	---	---	2	---	---	
Pumps and prime movers	---	20	---	12	---	2	---	1	---	1	---	1	---	---	---	---	---	---	---	---	1	---	1	
Transmission apparatus	1	11	---	---	1	7	---	1	---	2	---	1	---	---	---	---	---	---	---	---	---	---	---	
Elevators and hoists	4	42	---	1	3	13	---	5	---	6	---	1	---	---	---	---	---	1	10	---	---	---	6	
Cranes and derricks	1	101	---	38	1	47	---	2	---	1	---	1	---	5	---	1	---	---	---	---	2	---	4	
Cars and engines	12	490	---	3	---	18	3	175	3	243	1	2	5	48	---	---	---	1	---	2	---	3	---	2
Motor vehicles	9	414	---	31	4	147	---	4	---	4	---	2	1	30	---	4	---	1	2	55	1	93	1	43
Other vehicles	---	34	---	1	---	15	---	---	---	1	---	---	---	1	---	1	---	---	---	4	---	7	---	4
Hand trucks	---	79	---	10	---	48	---	---	---	---	---	---	---	3	---	---	---	---	---	8	---	4	---	6
Water and air craft	2	1	---	---	---	---	---	---	---	---	---	---	1	---	1	---	---	---	---	1	---	---	---	
Handling objects—by hand	2	1,701	---	162	2	530	---	280	---	177	---	8	---	46	---	6	---	43	---	190	---	127	---	132
Hand tools	---	824	---	76	---	202	---	164	---	125	---	9	---	12	---	6	---	24	---	68	---	101	---	37
Electricity	3	46	---	---	2	8	---	13	1	16	---	---	---	5	---	2	---	---	---	1	---	1	---	---
Explosive substances	4	92	1	9	2	22	---	23	---	4	---	2	1	3	---	1	---	1	---	5	---	14	---	3
Hot and corrosive substances	---	206	---	23	---	101	---	11	---	5	---	1	---	2	---	1	---	23	---	10	---	13	---	11
Falling objects	21	970	4	55	---	122	9	305	8	304	---	12	---	4	---	4	---	---	---	21	---	35	---	13
Falls of persons	9	1,159	2	126	3	329	---	139	---	67	1	16	---	62	1	17	---	47	1	151	---	89	1	122
Stepping upon or striking against objects	2	378	---	60	1	97	---	68	---	39	---	2	---	12	---	3	---	7	---	53	1	17	---	21
Miscellaneous	3	342	2	31	---	71	---	76	---	27	---	2	---	11	---	4	---	6	---	25	1	44	---	45

* F. = Fatal. N.F. = Non-fatal.

WOMEN WORKERS

(Continued from Page 3)

in dread of a similar fate. Everywhere there was fear and anxiety.

These women, many of whom had given long years of service to an industry, were frequently distressed and bewildered by their condition. Their services no longer wanted by industry, they were left to shift for themselves. Many had a sense of injustice that they should be cut off from their means of livelihood through no fault of their own. The need for some modicum of security such as unemployment insurance was clearly demonstrated; the need for something that could be depended on to help tide over periods of unemployment and facilitate the shift to new types of work,—the need for something that would be received as a right and not as a charity.

COMPENSATION BUREAU

(Continued from page 2)

an honest excuse in relatively few cases. The Bureau of Workmen's Compensation considers one of its most important functions to be the education of the ignorant employer and the prosecution of the deliberate violator. Better employers can help their own competitive situation as well as the functioning of the Bureau by being constantly on the lookout for either ignorant or wilful violators.

Experience over a considerable period of time has shown the importance of discovering uninsured employers before their workers have been injured. On first thought it would appear that the fine and jail penalty "teeth" of the law could be applied more readily to uninsured employers of injured workers. Such is not the case, however. Courts are prone to be lenient with employers having uninsured awards against them on the theory that such leniency will allow and encourage the employer to pay the award himself. Such leniency is often fruitless, particularly in such times as the present when a judgment filed against an employer often wipes out his business directly. The same result may come about indirectly by such a judgment scaring away what little credit the employer may have enjoyed and depended upon.

In addition to the greater effectiveness of prosecuting uninsured employers before their workers suffer injuries such prosecutions involve less time, trouble and cost. In many cases the mere threat of magistrate proceedings brings about the desired end of insurance and the prosecution can be dropped unless deliberate defiance of the law is apparent.

The past efforts of the Bureau of Workmen's Compensation to protect the better employers against this type of cutthroat competition have been severely handicapped because of the limited number of field employees available. Only three of the twelve adjusters could be spared regularly for this work. A plan recently worked out through the whole-hearted cooperation of the Bureau of Inspection adds over eighty diligent prosecutors of uninsured employer.

The field men in the Bureau of Inspection have always reported inspected employers who failed to carry workmen's compensation insurance. During the past year however the three Compensation Bureau prosecutors have been unable to keep up with the rising tide of violators which has been showing a net increase of one hundred a month. The activities of these three men will

now be confined very largely to the prosecution of uninsured employers against whom awards have been filed.

The inspectors will now obtain during the routine inspection sufficient evidence for prosecution for failure to carry insurance. The employer will be given a formal order to obtain insurance. If this order is not returned to the Bureau of Workmen's Compensation within a reasonable time the inspector will be notified to bring prosecution without further delay. It is hoped that this cooperative effort will help the better employers to maintain the vision which is so essential for sound industrial improvement.

COUNCILS

To bring about a closer cooperation between local groups interested in employment in cities where State Employment Offices are located, Advisory Councils, composed of representatives of employers and employees, are being organized and appointed by Dr. A. M. Northrup, Secretary of Labor and Industry.

In the Act of Assembly under which the State Employment Bureau operates, provision is made for these councils, and duties outlined.

One of the important duties will be to suggest improvements in the operation of the local units, but they will also study the employment problems of their particular community. The Harrisburg Council recently organized is planning to make an employment analysis of the Harrisburg district to endeavor to determine the needs of their employers as business returns to normal and if retraining will be necessary to fit unemployed workmen into new occupations. It is generally believed that through machine displacement and industrial changes many persons, men and women, will have to seek new occupations. The Harrisburg Council feels that this is a very important question.

While the Advisory Councils will operate as individual units in their own communities, the accomplishments of each group will become known to all the members through a monthly clearance bulletin issued by the Director of the Bureau of Employment in Harrisburg and compiled from the minutes of all the councils.

As an additional means of retaining interest, suggestions will be secured from outstanding economists, industrial and labor leaders who are making a study of the problems of unemployment.

BEER AND PRETZELS

The modest little pamphlet issued by the Department of Labor and Industry entitled "Regulations for Brewing and Bottling" is enjoying popularity unprecedented since 1919.

With the passage of national legislation for the return of beer requests have been received by the Department from a number of Pennsylvania breweries about to reopen for an inspection of their boilers and elevators. Supervisors in the bureau of inspection have been advised by Department officials to make a special check up of breweries about to reopen in their districts in order to insure compliance with regulations for brewing and allied industries.

These regulations provide safety measures for workers engaged in varnishing the inside of containers; exhaust and ventilation systems for the removal of impure air; the draining of floors to insure dry footing and for effective guards on filling and other machines.

INDUSTRIAL BOARD

The following regulations and interpretations were approved by the Industrial Board at the meeting held February 24, 1933:

REGULATIONS

Regulations for Plants Manufacturing and Using Explosives:

1. New revised code as per official copy on file.

Regulations for Elevators:

1. Rule 246 (b) (A-I) amended to read:

"Where there is more than one opening to a car, all openings, except the one nearest the operator, shall be provided with a car gate of the horizontal collapsible type or of the semi-automatic vertical raising type, except on existing one-story elevators where the clearance between the car and the shaftway is not greater than two (2) inches and where the shaftway forms a smooth surface without projections throughout the travel of the car. *When the horizontal collapsible type of gate is used, the construction shall be such as to reject a 4½" ball when the gate is fully extended and the upright channels shall be spaced not more than 18" apart.*"

INTERPRETATIONS

Regulations for Protection from Fire and Panic:

1. Interpretation of proper classification of fire engine houses to read:

"That for the purpose of application of the Fire and Panic Act a meeting room on the second floor of a volunteer fire company building would not be considered as either a club or lodge unless used for purposes of public assembly."

2. Interpretation of Rule 100 (a) Group II—Buildings—to read:

"That in the application of Rule 100 (a) a change of occupancy which does not involve a change or alteration of the building structure shall not be considered as bringing the building under the classification of 'hereafter erected' except that the department may require whatever changes are necessary for the reasonable protection of the occupants."

3. Interpretation of Rule 203 (b) to read:

"That it is not the intent of Rule 203 (b) to require panic bolts on the outer doors at the main entrance when such doors are unlocked and ready for use at all times while the theatre is used as a place of public assembly."

The following devices were approved:

Company	Devices
The Pennsylvania Lighting Company, Greensburg, Pa.	Types P. and H. P. Portable Emergency lighting units.
Willard Storage Battery Company, Cleveland, Ohio.	Type ELC-2 110 to 125 volts Storage Battery Emergency Lighting System.
Westinghouse Electric and Mfg. Co., East Pittsburgh, Pa.	Types E. G. H. and AC-188 Gas Engine Emergency Lighting Systems.
The Holtzer-Cabot Electric Company, Baltimore, Md.	Type GS Double Supervising Coded Group Fire Alarm Systems.
The Thomas-Smith Company, Canton, Ohio.	Manually operated Class B Fire Alarm System—Types 606-607.
The J. G. Leinbach Co., Inc., Reading, Pa.	Type 162-A boiler door latch.

Rochester and Pittsburgh Coal Co., Indiana, Pa.	Type 163—A boiler door latch.
J. K. Rishel Furniture Co., Williamsport, Pa.	Type 164—A boiler door latch.
Bethlehem Steel Co., Bethlehem, Pa.	Type 115—E boiler door catch.
Plibrico Jointless Fire Brick Co., Chicago, Ill.	Type 165—A observation Port-hole cover with automatic closing louvres.
A. H. Vosburg, Mansfield, Pa.	Vosburg Seat Fastening Device.
Isaac Decker, Inc., Montgomery, Pa.	Special Type of Needle Guard (for local plant use only).

INDUSTRIAL STATISTICS

(Continued from page 7)

Accident totals for the three main divisions of industry in January, 1933, as compared with totals for the corresponding month of 1932 are shown in the following table:

Accidents Reported to the Bureau of Workmen's Compensation

Industry	January, 1933		January, 1932		Per cent increase or decrease in 1933	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	45	4,279	42	4,663	+ 7.1	— 8.2
Coal mining	46	2,467	26	2,466	+77.0	+ 0.0 ¹
Transportation and public utilities	7	287	11	300	—36.4	— 4.3
Total	98	7,033	79	7,429	+24.0	— 5.3

¹ Less than one-tenth of one per cent.

SEVENTEEN WORKERS MURDERED

Homicide is rapidly becoming a major industrial accident hazard in Pennsylvania. During the last thirteen months, seventeen workers have been murdered: eight policemen, two salesmen, two night watchmen, a taxi cab driver, a restaurant worker, and a manager of a grocery store. A construction worker was shot when he refused to rehire a former employe, and a highway foreman was assaulted by one of his force. Five of these murders were reported in January, 1933, as against 12 for the entire year of 1932.

JANUARY COMPENSATION AWARDS

A total of 4,939 compensation agreements were approved by the Bureau of Workmen's Compensation during January, authorizing payments to injured workers, or to the dependents of those fatally injured, to the amount of \$962,136. Compensation totalling \$355,503 was awarded in January in 104 fatal accident cases; \$234,928 in 209 permanent disability cases, and \$371,705 in 4,626 cases of temporary disability. Compensation awards for January, 1933, were \$145,933, or 17.9 per cent, in excess of the total for the preceding month.

WAGE CLAIMS

A total of \$380,792 in unpaid wages have been claimed by employes in various parts of the State. Owing to the weakness of the State law only \$38,974 of this total has been collected to date by the Bureau of Industrial Relations.

MAJOR LEGISLATION OF INTEREST TO EMPLOYERS AND EMPLOYEES

(Regular Session, General Assembly, 1933)

HOURS LEGISLATION

A bill intended to *reduce women's hours to 44 a week.* By Rep. Yourishin, H. R. 132. In the House Committee on Public Health.

A bill intended to *reduce children's hours to 44 a week.* By Sen. Salus, S. 341. In the Judiciary General Committee of the Senate.

CHILD LABOR LEGISLATION

A bill intended to *keep children in school up to 16 years of age.* By Rep. Shugarts, H. R. 1475. In the House Committee on Labor.

A bill intended to *keep unemployed children in school from 16 to 18 years of age.* By Rep. Hermansen, H. R. 1507. In the House Committee on Education.

A bill intended to *ratify the U. S. Child Labor Amendment.* By Rep. Wilson, H. R. 213. In the House Committee on Constitutional Amendments.

WAGES

A bill intended to *provide a fair minimum living wage for women and minors.* By Rep. Fitzgerald, H. R. 925. In the House Committee on State Government.

A bill intended to *prevent unfair competition by providing State aid in the collection of unpaid wages.* By Rep. Shortz, H. R. 768. In the Judiciary General Committee of the House.

A bill intended to *secure full payment of coal miners for work done.* By Rep. Connor, H. R. 102. In the House Committee on Mines.

AFFECTING DEPARTMENTAL ADMINISTRATION

Two bills intended to *provide for civil service for State employes.* By Senator Woodward, Senate 111 and 113. In the Judiciary General Committee of the Senate.

A bill intended to *maintain the Philadelphia Employment Commission.* By Rep. Sterling, H. R. 861. In the House Committee on Appropriations.

A bill intended to *curtail the services of the Department of Labor and Industry.* By Rep. Turner, H. R. 22. In the House Committee on State Government.

Bills intended to *curtail the services of the Department of Labor and Industry.* By Rep. Sterling, H. R. 1647, 1660, 1661, 1662, 1664, 1667, 1679, 1680. In the House Committee on State Government.

A bill intended to *protect unemployed workers by the bonding of fee-charging employment agencies.* By Rep. Weiderman, H. R. 1137. In the House Committee on State Government.

COMPENSATION

A bill intended to *provide for compensation for industrial diseases.* By Rep. Yourishin, H. R. 1939. In the House Committee on Manufactures.

A bill intended to *provide for compensation for unemployment.* By Rep. Rhodes and Rep. Wade, H. R. 1735. In the House Committee on Appropriations.

INDUSTRIAL DISEASE

(Continued from page 1)

10. The Commission has intentionally avoided making a recommendation with regard to the broad general question of the wisdom of the enactment of an occupational disease compensation law either at the present time or hereafter. It has regarded itself as a body whose function it is to present the various phases and problems involved in such a law if one is considered desirable by those charged with such responsibility. The members of the Commission are fully aware that additional research would throw more light upon the various questions involved. It is believed that the direction which such additional studies should take is indicated in the various sections of the report. The desirability of an early report and the demands made upon the time of the members of the Commission have prevented further investigations which would add much of value.

11. The Commission, appreciating the lack of sufficient information as to the exact nature and prevalence

of chronic incapacitating miners' asthma, unanimously recommends that a survey be made by the U. S. Bureau of Public Health Service with the cooperation of the employers and employes in the anthracite coal regions.

The report was signed by: A. M. Boyd, President, Pennsylvania Self-Insurers Association; Alexander Fleisher, Ph.D., Managing Director and Secretary, Philadelphia Child Health Society; Wesley M. Graff, New York City, Director, Safety Engineering Division, National Bureau of Casualty and Surety Underwriters; Thomas Kennedy, Hazleton, International Secretary and Treasurer, United Mine Workers of America; A. J. Lanza, M.D., Assistant Medical Director, Metropolitan Life Insurance Company; R. V. Patterson, M.D., Dean, Jefferson Medical College; Louis B. F. Raycroft, Electric Storage Battery Company; H. F. Smyth, M.D., Assistant Professor of Industrial Hygiene, University of Pennsylvania; William P. Yant, Ph.D., Superintendent, U. S. Bureau of Mines Experiment Station; T. Henry Walnut, Philadelphia, Attorney, Chairman of Commission.

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April, 1933

THE COMPENSATION OF "WORK RELIEF" INJURIES

By **STEPHEN B. SWEENEY**

DIRECTOR, BUREAU OF WORKMEN'S COMPENSATION

The compensation of persons injured while engaged in any of the various work relief projects throughout the State presents a very difficult problem to everyone involved in the administration of our compensation system. The first question to decide is whether or not such injuries come within the scope of our compensation law. This cannot be decided as a general principle for the entire system of work relief. Many different factual situations are presented. The decisions will turn very largely on the question of whether or not the injured person was engaged in employment which was casual in character and not in the regular course of the business of the employer. Such employment does not come within the scope of the compensation act.

In deciding this detail of the general question it must be determined who is the employer. Many work relief projects involve complicated arrangements between relief organizations and local governing units for the pay, supervision and general control of the workers. A careful weighing of the facts by a competent trial body is the only way in which borderline cases can be decided. The Pennsylvania Workmen's Compensation Board recently held that a claimant paid "in cash and in kind" by the County Commissioners supervising his work was an employe within the meaning of the Act and that "the fact that money was used to pay for the labor which was appropriated by the Legislature for the relief of the distress of the needy unemployed can have no bearing on the validity of the agreement of hiring."

The practice of some of the other leading industrial states is of interest even though the compensation laws differ. For three years the Department of Labor of New York has consistently held that compensation coverage extends to workers on relief projects. Industrial Commissioner Andrews writes, "No attempt has been made to exclude such workers from coverage by legislative enactment and up to now there has been no effort to challenge the Department's position on this point through a court ruling on the question of law."

The New Jersey Legislature has passed a bill "excluding as compensable employment under the workmen's compensation act services voluntarily rendered to the State, county and municipalities as a part of the plan of giving emergency dependency relief." By a companion bill it is proposed to give the State Director of Emergency Relief the authority to make such awards for injury or death

resulting to persons rendering such voluntary services as the individual case merits, such awards to be chargeable to emergency relief funds.

In Massachusetts the Industrial Accident Board has ruled that such workers are not employes under the Act on the grounds that there was no contract of hire.

Ohio and California consider each "work relief" situation separately. The applicability of the compensation law depends on whether or not a real contract of hire exists. In California "the policy is to deny compensation when there is no agreement of hire and made work is given to cover up the charitable aspect."

Wisconsin is in accord with New York in holding these men to be within the benefit provisions of the compensation act. Commissioner Wilcox believes "that the decisions of those states holding the status to be one of non-employment will have to be reversed in the light of recent developments."

Those workers injured on relief work projects who are included within the scope of the compensation law give insurance companies and even social thinkers considerable concern. If they are hired by the day or by the hour they practically always receive more in disability compensation than they received in relief payments. This is true in spite of the fact that our compensation law provides that injured workers shall receive as compensation only sixty-five per cent of their average weekly wage at the time of the accident.

The cause of this incongruous situation is the disputed "five and one-half day feature" of our compensation law. It requires that the injured worker's average daily wage must be multiplied by $5\frac{1}{2}$, or more, to determine the average weekly wage upon which the 65% compensation is based. Since the great majority of relief workers are allowed to work only one day a week and some of them only work one day every three weeks the resultant disability compensation per week is bound to exceed the weekly relief payments.

As has been intimated this is serious from a social viewpoint in that it encourages malingering. It is also serious from the insurance company's standpoint since the size of its premium is determined directly by the insignificant wage paid the worker. In addition the premium determination is based on the assumption that the wage will always equal or exceed the compensation benefits. This

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All material is released to the press upon receipt

CHILDREN STRIKING

The following ruling with preamble was approved by the Industrial Board at a meeting held April 21, 1933:

"The Industrial Board desires to go on record as exploring the conditions of employment, which have been imposed upon working minors between the ages of fourteen and sixteen years in certain industries throughout the Commonwealth, and which have recently caused industrial disputes in which these minors have participated. Recognizing the existence of these conditions and disputes, the Board feels itself bound to protect the rights of the working minors involved. In order to protect these rights the Board has today issued the following order:

'Minors between the ages of fourteen and sixteen years for whom employment certificates have been issued and who are not at work because of their participation in a lawful strike against their wages or condition of employment, or because of their dismissal as a consequence of participation in such a strike shall be considered to be employed for the purpose of satisfying compulsory school attendance requirements as long as they are participants in such a strike as hereinbefore described. It is further declared to be the intention of the Industrial Board in issuing this order to enable all employed minors between the ages of fourteen and sixteen years to use in industrial disputes, or protests against employment conditions or wages, all lawful measures which are available to other workers engaged in such disputes or protests.'

REHABILITATION

The Wagner Employment Bill recently introduced in the United States Senate provides that plans submitted by the states for carrying out the provisions of the Act shall include provision for cooperation between State employment offices with State agencies engaged in vocational rehabilitation of physically handicapped persons.

Due to similarity in purpose and in certain of the techniques and procedures utilized in determining the needs of individuals, this provision is eminently desirable.

In relation to employment, there are vast numbers of handicapped people who seek this aid and who as a matter of right, call upon the employment service for assistance in finding jobs. These handicapped people range all the way from those with slight disabilities to those who are apparently without vocational abilities. The discovery of placement opportunities for them is one of the main objectives of vocational rehabilitation service. This is a specialized job which must take into consideration the job requirements, changes in industrial processes, and the

varying condition of employment, together with the physical and vocational abilities of the persons served. The experience of the vocational rehabilitation department in dealing with these problems should be of value not only in the establishment and development of better employment service for the handicapped, but in the maintenance and desirable coordination of the program of vocational rehabilitation and the employment service.

From the viewpoint of procedures, satisfactory permanent employment of handicapped persons involves in policy and practice the preparation of the disabled for employment and the securing of jobs suitable to their handicaps. The physically handicapped who apply for employment through the employment service need special attention which cannot be given to them in the ordinary processes. They may need physical restoration, artificial appliances, vocational training, and help in securing employment. This service which the rehabilitation agency is organized to provide is accomplished through individual case work methods and includes an analysis of the qualifications of the individual, his physical fitness, vocational preparation, vocational guidance and special preparation for employment.

The cooperation provided in the Wagner Bill would benefit the rehabilitation service through the employment help given to the handicapped people through the employment offices and the employment offices would be relieved of difficult problems which they are not usually equipped to handle through the cooperation of rehabilitation service.

EMPLOYERS ASK SAFETY

Resolution Adopted by the Legislative Committee, (with power to act) Western Pennsylvania Safety Council, Which Met Thursday, March 30, 1933 at Chamber of Commerce.

The undersigned committee was appointed by the Board of Directors of the Western Pennsylvania Safety Council at a special meeting on March 27th to ask you to call attention of the legislature of the State of Pennsylvania to the proposed reductions in the Bureau of Inspection of the Department of Labor and Industry and the consequences sure to follow.

The Western Pennsylvania Safety Council is composed of representatives of practically all the industries in Western Pennsylvania and many of our members have been in close contact with the Bureau of Inspection since its organization. The fundamental work of the Council is Accident Prevention and the Conservation of Life and Limb in the industries of our State. We know what the direct losses in industry due to injuries have been as well as losses from an economic standpoint. We know that during the years in which the Bureau of Inspection has functioned, these losses have steadily decreased and that the services of this Bureau have been of inestimable value to the industries concerned.

The minimizing of the work of this Bureau will of necessity increase the work of other Bureaus in the department, principally those of Compensation and Rehabilitation.

We appeal for Prevention. Prevention is better than cure. It is real economy to prevent an accident rather than to rebuild or compensate the victim of the accident.

The Bureau, through its inspection service and its contacts with other agencies, is jointly responsible with them for the reductions which the records of the Bureau of Statistics will verify. The Bureau of Inspection at

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REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

INDUSTRIAL EMPLOYMENT AND PAYROLLS INCREASE

Increased employment and expanded payrolls were shown in reports from Pennsylvania industries for February. The February totals show a 2.0 per cent gain in employment and a 7.0 per cent increase in payrolls as compared with January. This is the first general rise of industrial employment recorded since last October, and represents approximately the normal gain for the month. In 1932, employment and payrolls decreased nearly 2 per cent from January to February. These figures are based on information reported from 4,200 establishments representing most of the important industries of the State. February employment for these 4,200 firms totaled 458,349 with weekly payrolls aggregating \$8,500,000.

MANUFACTURING, ANTHRACITE MINING AND QUARRYING GAIN

Manufacturing employment in February turned upward for the first time in four months and increased 1.6 per cent over January. The normal seasonal increase in manufacturing employment for February is about 1.9 per cent. Manufacturing payrolls for February increased 3.1 per cent. In anthracite coal mining, a 12 per cent increase in employment and a 31 per cent gain in payrolls was shown by the February reports from 152 collieries. The volume of employment in anthracite mining during this winter, however, has been much less than for the corresponding period a year ago. Average employment in anthracite mines for the last three months was 25 per cent less than for the corresponding period last year. Employment in quarries increased nearly 10 per cent in February following an extremely low level of operations during the preceding three months.

EMPLOYMENT IN NON-MANUFACTURING INDUSTRIES DECLINES

Building trades' employment decreased nearly 7 per cent in February, dropping to the lowest level in the last 7 years. February, normally, is the low month of the year in building activity. Further seasonal reductions of employes in retail stores was reported in February, a decline of 7.8 per cent as compared with January. Other industries that reported decreased employment totals for February were—bituminous coal mining, 1.4 per cent; petroleum producing, 3.3 per cent; laundries, and dyeing and cleaning, 1.5 per cent; wholesale trade, 1.3 per cent; and transportation and communication, 0.6 per cent. Corresponding decreases in payrolls were shown for most industries.

FACTORY EMPLOYMENT GAINS

Among the manufacturing industries, increases in employment and payrolls were quite general, 30 of the 51 manufacturing industries represented in the report showing increased employment for the month. Larger payrolls were reported for 32 industries. The most notable exception to the general upward trend was transportation equipment manufacture. Reduced employment and payroll totals were reported for the automobile, locomotive and car building, and railroad car repair industries. The only employment gain reported for the transportation equipment group in February was in shipbuilding, the three firms reporting in this industry showing a 7 per cent

employment increase and an 18 per cent gain in payrolls as compared with January.

By far the more important increases in manufacturing were the employment and payroll gains shown for the metal industries. Of the 12 industries comprising the metal group, 7 showed appreciably increased employment and 10 reported increased payrolls. Employment gains of 5 per cent or more were shown for the blast furnace, structural iron, steam and hot-water heating apparatus, stove and furnace, and hardware and tool industries.

In the textile and clothing industries, increased employment was shown for all industries except the silk, carpet and rugs, and hats. The largest increase, 10 per cent, was in dyeing and finishing plants.

Preparations for the spring and Easter trade were indicated by a general increase of employment in the wearing apparel industries. Employment in men's clothing increased 6 per cent and payrolls jumped 24 per cent. Smaller gains were reported for the hosiery, knit goods, women's clothing, and shirts and furnishings' industries.

In the food and tobacco group, little change in employment or payrolls was shown for the bakery, ice-cream, and meat packing industries. The largest gain was in the cigar and tobacco group. February employment in the cigar industry was 9 per cent higher than in January, and payrolls increased 16 per cent.

Of the remaining manufacturing industries, those showing notable gains in employment and payroll totals for February included the cement, glass, lumber, wooden box, paint and varnish, shoe, and paper box and bag industries.

Manufacturing employment for February, 1933, approximated 59 per cent of its average level for the years 1923-1925 and was 15 per cent lower than for the corresponding month a year ago. Payrolls of manufacturing plants for February aggregated only one-third of their 1923-1925 average and have declined nearly 33 per cent since February, 1932.

THE FACTS IN BRIEF

Item	Per cent change	
	February, 1933 as compared with January, 1932	February, 1933 as compared with February, 1932
Employment	+ 2.0	—15.3 ¹
Payrolls	+ 7.0	—32.6 ¹
Average weekly earnings	+ 5.0	—21.0 ¹
Estimated number unemployed	+ 0.9	+28.5 ²
Volume of building (43 cities)	+10.0	—31.6
Industrial accidents reported	—12.9	—12.3
Workmen's compensation agreements approved	—17.8	—14.1
Amount of compensation awarded..	—13.2	— 9.7

¹ Manufacturing only.

² Total not strictly comparable with estimates for 1932 because of a slight change in method of estimating.

INCREASED EMPLOYMENT IN ANTHRACITE MINING AND QUARRYING

While the general trend of employment and payrolls in non-manufacturing industries for February was downward, anthracite coal mining and quarrying were important exceptions. After lagging for the last several months, employment in anthracite mines showed a 12 per cent gain and payrolls increased 31 per cent over January. Employment in anthracite mines for February was nearly 18 per cent lower than for the same month a year ago, but payrolls were only 0.6 per cent less. Reports from 54 quarries show that employment for February increased 10 per cent over January and payrolls nearly 15 per cent.

Average earnings of workers in quarries, however, were exceptionally low, indicating prevalent part-time work.

DULL MONTH IN CONSTRUCTION

Further employment reductions in construction work were shown in reports for February. Building trades' employment decreased nearly 7 per cent as compared with January, and highway construction and maintenance forces also showed large reductions. The road forces employed by the State Highway Department in February totaled 36,060, or 16.5 per cent less than in January. Employment for road contractors declined 11 per cent. Thirteen municipalities reporting for February, however, showed a 10.6 per cent increase in the number engaged in road work. Much of this increase, however, was represented by workers engaged for snow removal purposes.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Feb. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Feb. 15, 1933	Index numbers 1923-1925 = 100			week ended		
			Feb. 1933	Per cent change compared with			Feb. 1933	Feb. 1933	Per cent change compared with		Feb. 15, 1933	Jan. 15, 1933
				Jan. 1933	Feb. 1932				Jan. 1933	Feb. 1932		
ALL MANUFACTURING INDUSTRIES (51) -----	782	213,429	58.6	+ 1.6	-15.3	\$2,978,875	32.8	+ 8.1	-32.6	\$13.96	\$13.69	
Metal products: (12) -----	236	94,548	48.2	+ 2.1	-19.7	1,126,468	22.8	+ 5.1	-37.5	11.91	11.56	
Blast furnaces -----	12	1,420	40.0	+ 5.8	- 6.8	17,315	16.1	+ 4.5	-28.8	12.19	12.33	
Steel works and rolling mills -----	48	52,879	44.0	+4.3	-18.7	577,620	20.3	+12.2	-35.8	10.92	10.19	
Iron and steel forgings -----	9	793	46.5	- 2.5	-15.8	12,359	28.0	+ 1.8	-23.1	15.59	14.88	
Structural iron work -----	10	2,469	59.6	+ 8.2	-27.2	24,697	21.7	+ 8.5	-56.4	10.00	9.91	
Steam and hot water heating app. -----	14	2,791	75.7	+ 9.9	- 2.8	43,518	41.3	+11.0	-21.3	15.59	15.42	
Stoves and furnaces -----	4	364	66.8	+35.8	+16.0	5,193	34.5	+48.7	+ 7.5	14.27	14.17	
Foundries -----	34	4,069	45.1	+ 3.4	-24.2	43,821	16.9	+ 4.3	-47.8	10.77	10.66	
Machinery and parts -----	44	5,392	51.3	- 0.6	-25.1	79,405	25.7	- 3.0	-45.4	14.73	15.11	
Electrical apparatus -----	22	17,500	62.0	- 7.0	-25.4	232,409	31.5	- 8.4	-40.7	13.28	13.47	
Engines and pumps -----	10	1,088	29.0	- 1.0	-19.4	13,115	13.1	+ 0.8	-33.8	12.05	11.84	
Hardware and tools -----	18	3,892	59.9	+11.1	- 7.1	48,257	31.6	+18.4	-31.0	12.40	11.63	
Brass and bronze products -----	11	1,891	51.9	- 0.8	-10.1	28,759	28.2	+ 1.1	-20.8	15.21	14.99	
Transportation equipment: (8) -----	34	12,841	33.5	- 6.9	-39.4	200,467	17.2	- 7.0	-56.1	15.61	15.63	
Automobiles -----	4	1,328	26.8	- 3.3	-54.3	13,803	7.5	- 6.2	-78.9	10.39	10.79	
Automobile bodies and parts -----	10	2,848	43.7	- 6.0	-35.8	56,311	23.7	- 8.6	-53.3	19.77	20.31	
Locomotives and cars -----	12	4,515	16.9	-10.1	-19.9	60,455	7.7	-14.4	-43.4	13.39	14.03	
Railroad repair shops -----	5	2,821	52.9	-10.9	-19.1	43,232	28.2	- 6.9	-37.5	15.33	12.70	
Shipbuilding -----	3	1,329	30.4	+ 7.4	-18.7	26,666	34.7	+17.6	-34.7	20.06	18.35	
Textile products: (11) -----	158	48,205	82.0	+ 1.2	- 6.5	641,501	53.3	+ 2.3	-25.6	13.31	13.18	
Cotton goods -----	13	2,690	57.3	+ 6.5	- 6.5	41,712	39.8	+ 3.9	-27.2	15.51	15.91	
Woolens and worsteds -----	13	3,195	54.4	+ 5.6	- 9.3	50,335	36.4	+12.3	-26.3	15.75	14.77	
Silk goods -----	44	16,196	92.5	- 2.0	- 2.2	189,606	65.2	- 0.3	-22.1	11.71	11.53	
Textile dyeing and finishing -----	12	1,289	68.4	+10.0	-19.8	25,536	55.6	+ 6.5	-26.5	19.81	20.49	
Carpets and rugs -----	9	1,886	45.6	- 2.1	-12.5	25,448	24.2	- 0.4	-33.9	13.49	13.30	
Hats -----	3	2,119	54.3	- 1.6	- 8.3	37,933	39.7	- 9.6	- 4.6	17.90	19.53	
Hosiery -----	29	15,028	102.8	+ 2.7	-11.0	215,986	69.0	+ 3.3	-31.4	14.37	14.26	
Knit goods, Other -----	12	1,927	72.4	+ 2.3	- 4.2	20,331	43.5	+ 4.6	-12.5	10.55	10.32	
Men's clothing -----	9	752	74.7	+ 6.1	+ 0.7	6,750	41.2	+23.7	-17.8	8.98	7.72	
Women's clothing -----	7	1,288	126.9	+ 3.1	+11.2	11,631	79.1	- 1.4	-17.0	9.03	9.42	
Suits and furnishings -----	7	1,835	125.9	+ 3.6	+ 7.7	16,233	73.7	+14.6	-16.4	8.85	8.01	
Foods and tobacco: (5) -----	90	18,122	91.3	+ 2.8	- 6.7	283,375	67.6	+ 4.6	-18.9	15.64	15.41	
Bread and bakery products -----	26	3,406	94.4	- 0.1	- 4.6	74,552	74.5	0.0	-13.5	21.89	21.82	
Confectionery -----	12	3,631	84.1	- 5.3	-10.0	56,809	67.1	+ 3.5	-25.2	15.05	14.29	
Ice cream -----	11	870	70.7	+ 1.7	-14.6	20,837	53.1	- 0.2	-33.4	23.95	24.48	
Meat packing -----	14	1,945	94.3	- 0.4	+ 0.3	41,120	65.3	- 3.5	-18.5	21.14	21.81	
Cigars and tobacco -----	27	8,270	91.0	+ 9.4	- 6.8	90,057	61.2	+16.1	-15.0	10.89	10.32	
Stone, clay and glass products: (3) -----	61	7,169	41.7	+ 4.3	-21.5	85,188	17.6	+11.4	-41.1	11.88	11.10	
Brick, tile and pottery -----	31	2,369	44.9	- 0.2	-15.4	21,114	15.5	- 3.1	-38.0	8.91	9.22	
Cement -----	15	2,386	29.1	+ 5.1	-37.7	30,022	11.7	+15.8	-56.2	12.58	11.48	
Glass -----	15	2,414	66.2	+ 7.5	- 3.8	34,052	40.1	+19.0	-19.0	14.11	12.72	
Lumber products: (3) -----	44	2,044	35.0	+ 4.8	-28.1	24,438	18.5	+12.1	-47.7	11.96	11.06	
Lumber and planing mills -----	16	383	16.5	+25.0	-49.4	4,103	8.1	+ 8.0	-68.2	10.71	12.40	
Furniture -----	23	976	38.2	- 1.5	-27.0	12,616	20.1	+ 7.5	-45.5	12.93	11.70	
Wooden boxes -----	5	685	54.0	+ 3.8	- 6.1	7,719	31.4	+23.6	-26.8	11.27	9.42	
Chemical products: (5) -----	51	10,538	78.5	+ 0.3	- 4.7	226,636	61.9	+ 2.3	-14.1	21.51	21.08	
Chemicals and drugs -----	30	1,754	56.7	- 0.4	- 5.3	34,346	43.1	- 1.4	-11.5	19.58	19.74	
Coke -----	3	1,635	55.5	+ 2.2	-11.1	19,231	20.7	+10.7	-33.4	11.76	10.82	
Explosives -----	3	419	65.1	+ 0.8	- 8.3	7,356	52.6	+20.6	- 9.5	17.56	14.66	
Paints and varnishes -----	9	895	86.6	+ 3.3	- 1.8	14,527	60.2	+19.7	-21.3	16.23	14.01	
Petroleum refining -----	6	5,835	117.3	- 0.6	- 3.5	151,176	105.9	- 0.1	-12.0	25.91	25.77	
Leather and rubber products: (4) -----	41	9,309	91.4	+ 4.8	- 0.9	140,675	60.8	+ 8.8	-18.6	15.11	14.52	
Leather tanning -----	16	4,799	90.5	+ 0.3	+ 0.7	78,546	57.3	- 1.5	-14.2	16.37	16.65	
Shoes -----	15	3,279	109.2	+12.7	+ 1.4	40,119	79.8	+35.5	-18.8	12.24	10.12	
Leather products, Other -----	6	478	66.3	+ 8.5	-11.6	9,498	56.5	+15.3	-23.3	19.87	18.70	
Rubber tires and goods -----	4	753	77.2	+ 0.9	- 2.6	12,512	52.1	+ 5.7	-31.4	16.62	15.87	
Paper and printing: (3) -----	67	10,653	79.3	- 1.2	- 9.9	250,127	62.3	- 2.0	-27.6	23.48	23.63	
Paper and wood pulp -----	13	3,204	68.9	- 5.5	- 8.6	55,706	43.6	- 9.4	-33.9	17.39	18.09	
Paper boxes and bags -----	10	705	60.7	+ 4.7	-16.2	8,975	51.1	+20.0	-22.3	12.73	11.65	
Printing and publishing -----	44	6,744	85.5	+ 0.1	-10.2	185,446	71.0	- 0.6	-25.6	27.50	27.61	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

FIRST REPORT FOR TRANSPORTATION AND COMMUNICATION INDUSTRIES

Realizing the importance of covering every important industry in the monthly survey so that the fluctuations recorded will be as representative of all industry as possible, the Department in January started the collection of employment and payroll information for the transportation and communication industries. Satisfactory returns were received from 100 firms in this group, including representation for motor bus and motor freight companies, street railways, taxi and baggage transfer companies, and telephone companies. February employment for the firms reporting in this group totaled nearly 35,000 with a weekly payroll of nearly \$900,000. February employment for the transportation and communication group decreased 0.6 per cent as compared with January. Motor freight transportation was the only industry of the group to show increased employment in February. It is proposed to extend the scope of the monthly survey in these industries as rapidly as possible so that employment and payrolls for all important branches of transportation and communication may be adequately represented.

per cent increase. Slightly increased earnings were shown in quarrying, canning and preserving, crude petroleum producing, transportation and communication, public utilities, wholesale trade, insurance and real estate, and manufacturing. Average weekly earnings in many industries, however, continue at extremely low levels. Average earnings of less than \$15.00 a week for February were shown for 28 of 51 manufacturing industries and for 6 of 15 non-manufacturing groups.

FURTHER DECLINE IN TRADE

Further reductions in employment and payrolls for wholesale and retail establishments in Pennsylvania were reported for February. Reports from 312 retail stores showed reductions of 7.8 per cent in employment and 9.0 per cent in payrolls for February as compared with January. Employment of 126 wholesale firms decreased 1.3 per cent and payrolls 4.2 per cent as compared with January.

Clerical employment, represented by reports from banks, brokers, insurance companies, and real estate firms, showed slight change for the month. Employment in

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLL				AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Feb. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Feb. 15, 1933	Index numbers 1923-1925 = 100			week ended		
			Feb. 1933	Per cent change compared with			Feb. 1933	Feb. 1933	Per cent change compared with		Feb. 15, 1933	Jan. 15, 1933
				Jan. 1933	Feb. 1932				Jan. 1933	Feb. 1932		
Anthracite coal mining ² -----	152	80,390	57.2	+11.9	—17.5	\$2,259,522	47.7	+31.4	— 0.6	\$28.11	\$23.94	
Bituminous coal mining ² -----	363	48,971	72.0	— 1.4	— 5.6	546,457	31.3	— 3.8	—23.3	11.16	11.43	
Quarrying and non-metallic mining -----	54	1,737		+ 9.9		15,080		+14.5		8.68	8.33	
Construction:												
Building -----	957	5,337		— 6.5		100,014		—15.5		18.74	20.74	
Street and Highway:												
State ----- ⁴		36,060		—16.5								
Municipal -----	13	288		+10.6		2,891		— 9.3		10.04	12.27	
Contractors -----	31	669		—11.0		7,464		—22.9		11.16	12.88	
Other construction -----	60	2,690		+ 6.8		50,870		+ 2.9		18.91	19.62	
Canning and preserving -----	24	2,368		— 0.6		31,164		+12.1		13.16	11.66	
Crude petroleum producing -----	17	384		— 3.3		9,558		— 1.8		24.89	24.53	
Dyeing and cleaning -----	18	920		— 1.5		13,577		—11.6		14.76	16.44	
Hotels -----	166	9,079		+ 0.8		113,852		+ 0.1		12.54	12.63	
Laundries -----	41	2,993		— 1.5		43,029		— 4.1		14.88	14.76	
Transportation and communication -----	100	34,365		— 0.6		887,805		+ 0.7		25.83	25.51	
Other public utilities -----	454	11,898		— 0.1		412,529		+ 3.4		34.67	33.49	
Retail trade -----	312	22,988		— 7.8		440,199		— 9.0		19.15	19.39	
Wholesale trade -----	126	3,393		— 1.3		91,117		— 4.2		26.85	27.68	
Banking and brokerage -----	412	9,403		— 0.5		286,303		— 1.9		30.45	30.89	
Insurance and real estate -----	118	7,047		+ 0.5		127,178		+ 0.7		32.24	32.18	
Total-non-manufacturing -----	3,418	244,920		+ 2.3		5,539,609		+ 9.3		22.62	21.19	
Total-manufacturing -----	782	213,429	58.6	+ 1.6	—15.3	2,978,875	32.8	+ 3.1	—32.6	13.96	13.69	
GRAND TOTAL -----	4,200	458,349		+ 2.0		8,518,484		+ 7.0		18.59	17.71	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics.

The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Chain index—Year 1929 = 100.

⁴ Data from Department of Highways' report, March 1, 1933. Not included in totals.

WAGE PAYMENTS INCREASE

The fact that wage payments for February increased 7 per cent and employment only 2 per cent is indicative of slightly increased average earnings. This indication is borne out by a comparison of the average weekly earnings by industry for January and February. For the first time in a number of months, the average earnings of workers for successive months have shown no large reductions. In 8 of the 16 major industries, average earnings for February show gains. The largest increase was in anthracite coal mining where weekly earnings for February averaged \$28.11 as compared with \$23.94 in January, a 15

commercial banks decreased slightly. No change in employment was recorded for brokerage houses. Employment for the 89 insurance companies reporting increased nearly 1 per cent, while continued inactivity in the real estate market was reflected in the 11 per cent employment reduction for this group.

JOBLESS ESTIMATED AT 1,321,842

The number of workers without jobs in Pennsylvania, in February, 1933, is estimated by the Department at

1,321,842, or 35.5 per cent, of the working population. This is an increase of 11,992, or 0.9 per cent, over the estimated total for January, 1933.

Notwithstanding the upward movement of employment in the manufacturing, anthracite coal mining, and quarrying industries in February, the estimated number unemployed showed a slight increase over January. This was due to the large employment declines in construction and retail trade and to smaller decreases in bituminous coal mining, in transportation and communication, and in the service industries.

PERMITS FOR BUILDING CONSTRUCTION DECLINE

Reports for building inspection offices in 74 Pennsylvania municipalities show that permits were issued during February for building construction work totaling only \$1,484,615. The reports cover permits for all classes of building construction, including new construction, alteration and repairs and installations.

Residential construction continued to lag in February. Permits for the construction of new residential buildings were issued in only 12 of the 74 communities. Forty-seven new residential buildings are to be built in these 12 cities at a cost of \$188,941. Twenty-six of the 47 residences are to be built in Philadelphia. Permits for large church, commercial, and public building projects in Allentown, Canonsburg, Lower Merion, Philadelphia, and York raised the February volume of non-residential building to \$926,015. Alteration and repair work on existing buildings to cost \$334,742 was started in February, and permits were taken for the installation of new building equipment costing \$34,917.

Comparative information is available for 43 of the 74 municipalities that reported for February. Permits were issued during February, 1933, in these 43 municipalities for building construction to cost \$1,259,902 as compared with \$1,843,093 for February, 1932, a decrease of \$583,191, or 31.6 per cent.

ACCIDENTS REDUCED IN FEBRUARY

Accidents in Pennsylvania industries for February were reduced nearly 13 per cent, notwithstanding increased industrial activity. Eighty-eight fatal and 6,125 non-fatal accidents were reported during February, the lowest total of accidents for any month since January, 1916. The February accident totals were 10.2 per cent lower in fatalities and 12.9 per cent lower in non-fatal injuries than the January totals. In comparison with February, 1932, fatal accidents in February, 1933, show a 7.4 per cent reduction and non-fatal accidents a 12.4 per cent decrease.

The reduction in industrial accidents as contrasted with changes in industrial employment and wage payments for industries for which comparative data are available is given in the following table:

ACCIDENTS, EMPLOYMENT, AND WAGE PAYMENTS FOR FEBRUARY-JANUARY. PER CENT CHANGE

Industry	Industrial accidents	Employment	Wage Payments
Anthracite coal mining -----	-15.2	+11.9	+31.4
Bituminous coal mining -----	-29.1	-1.4	-3.8
Construction and contracting ---	-14.2	-2.8	-10.8
Manufacturing -----	-29.2	+1.6	+3.1
Quarrying -----	-10.9	+9.9	+14.5
Retail trade -----	-22.1	-7.8	-9.0
Wholesale trade -----	-10.1	-1.3	-4.2

COAL MINING FATALITIES INCREASE IN 1933

Fatal accidents in Pennsylvania coal mines increased 35.0 per cent during the first two months of 1933 as compared with the same period in 1932. The anthracite industry is responsible for this increase. Fatalities in anthracite mines advanced from 31 for the first two months

INDUSTRIAL ACCIDENTS REPORTED DURING FEBRUARY, 1932, BY GENERAL CAUSE AND INDUSTRY

Cause	TOTAL OF ALL INDUSTRIES		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.	F.	N. F.
TOTAL OF ALL CAUSES	88	6,125	6	440	13	1,746	20	1,088	15	840		49	6	183	2	49		112	10	508	12	694	4	416
Working machinery and processes	1	425		22	1	308		20		29		4				2		1		19		4		16
Boilers and pressure apparatus		2				1										1								
Pumps and prime movers		15		5		6		1		1												1		1
Transmission apparatus		3				2				1														
Elevators and hoists	4	37				11		13	1	5		1					1	3		2		1		3
Cranes and derricks	3	49		16	1	20	1	3				2		1				1		1		3		3
Cars and engines	11	402		5	1	19	3	155	2	183		2	5	35					1	3				
Motor vehicles	18	356	1	25	4	122		2		1		1		23	1	5		1	3	50	7	79	2	42
Other vehicles		40		2		13				1						3				6		10		5
Hand trucks		68		5		37		1						5						10		4		6
Water and air craft		2		1										1										
Handling objects—by hand	3	1,320	1	115		382	2	210		132		14		34		9		33		134		154		103
Hand tools	1	557		25		144		108		77			1	5		6		15		36		112		25
Electricity	4	21			1	5		7	2	8		4			1					1				
Explosive substances	3	72	1	5		15	2	24		8						1		1				8		6
Hot and corrosive substances	1	166		11	1	76		7		9				1		2		19		11		17		13
Falling objects	22	751	1	46		96	11	254	9	241		12		3		2		5		15	1	53		24
Falls of persons	14	1,203		109	3	329	1	175	1	80		5		50		12		23	2	141	4	161	2	118
Stepping upon or striking against objects	1	319		29	1	96		52		33		2		10		4		8		46		19		20
Miscellaneous	2	317	1	19		64		56		31		2		10			4	5	1	29		68		81

* F. = Fatal. N. F. = Non-fatal.

of 1932 to 59 for the corresponding months of 1933, or an increase of 90.3 per cent. Fatalities in bituminous mines, however, declined from 29 for the first two months of 1932 to 22 for the same period in 1933, a decrease of 24.1 per cent. Non-fatal accidents in anthracite mines decreased 12.5 per cent, while non-fatal injuries in bituminous mines increased 0.5 per cent.

Accident totals for the three main industry groups for the first two months of 1933 as compared with totals for the corresponding period in 1932 are as follows:

ACCIDENTS REPORTED TO THE BUREAU OF WORKMEN'S COMPENSATION

Industry	Two months 1933		Two months 1932		Per cent increase or decrease in 1933	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial -----	90	8,244	92	9,074	- 2.2	- 9.1
Coal mining -----	81	4,395	60	4,720	+35.0	- 6.9
Transportation and public utilities -----	15	519	22	624	-31.8	-17.0
Total -----	186	13,158	174	14,418	+ 6.9	- 8.7

A total of 4,062 compensation agreements were approved by the Bureau of Workmen's Compensation during February, authorizing compensation payments to injured workers, or to the dependents of those fatally injured, to the amount of \$834,596. This is a reduction of \$127,074, or 13.2 per cent, as compared with awards for January.

INDUSTRIAL BOARD

The following regulations and administrative ruling were approved by the Industrial Board at the meeting held March 24, 1933:

REGULATIONS

Regulations for Elevators:

Rule 227, paragraph (e) amended to read as follows, the underlined portion constituting the amendment:

(e) (NI) Passenger elevators having a speed one hundred (100) feet per minute or less shall be provided with car safeties actuated by a centrifugal speed governor, except where the car travel does not exceed twenty (20) feet, in which case care safeties of the spring grip or broken rope type may be used.

Where the speed is in excess of one hundred (100) feet per minute, regardless of car travel, the car shall be provided with car safeties of the friction clamp or other approved type, actuated by a centrifugal speed governor in such a manner as to bring the elevator car to a gradual stop within a distance of approximately eight (8) feet. A rack and pawl will not be acceptable as a car safety device.

Tiller rope construction shall not be used for governor cables except that tiller rope may be used for the portion of the cable wound on the safety drum. Governor cables shall be of iron or steel, monel metal, phosphor bronze or equivalent and shall be not less than 3/8 inch in diameter. The size, material and construction of the governor rope, together with the proper tripping speed of the governor shall be stamped on the governor stand or on a brass plate attached to it in letters not less than 1/4 inch in height. (EI) Where, upon test, car safeties are found to be unreliable, they shall be replaced by new car safeties in

INDEX NUMBERS SHOWING CHANGES IN COST OF GROUPS OF ITEMS ENTERING INTO COST OF LIVING DECEMBER, 1913, TO DECEMBER, 1932* IN THE UNITED STATES

Date	INDEX NUMBERS						
	Food	Clothing	Rent	Fuel and Light	House Furnishings	Miscellaneous	All Items
December, 1913 ---	100.0	100.0	100.0	100.0	100.0	100.0	100.0
December, 1914 ----	105.0	101.0	100.0	101.0	104.0	103.0	103.0
December, 1915 ----	105.0	104.7	101.5	101.0	110.6	107.4	105.1
December, 1916 ----	126.0	120.0	102.3	108.4	127.8	113.3	118.3
December, 1917 ----	157.0	149.1	100.1	124.1	150.6	140.5	142.4
December, 1918 ----	187.0	205.3	109.2	147.9	213.6	165.8	174.4
December, 1919 ----	197.0	268.7	125.3	156.8	263.5	190.2	199.3
December, 1920 ----	178.0	258.5	151.1	194.9	285.4	208.2	200.4
December, 1921 ----	149.9	184.4	161.4	181.1	218.0	206.8	174.3
December, 1922 ----	146.6	171.5	161.9	186.4	208.2	200.5	169.5
December, 1923 ----	150.3	176.3	166.5	184.0	222.4	201.7	173.2
December, 1924 ----	151.5	171.3	168.2	180.5	216.0	201.7	172.5
December, 1925 ----	165.5	169.4	167.1	186.9	214.3	203.5	177.9
December, 1926 ----	161.8	166.7	164.2	188.3	207.7	203.9	175.6
December, 1927 ----	155.9	162.9	160.2	183.2	204.6	205.1	172.0
December, 1928 ----	155.8	161.9	155.9	181.3	199.7	207.1	171.3
December, 1929 ----	158.0	160.5	151.9	178.7	197.7	207.9	171.4
December, 1930 ----	137.2	153.0	146.5	175.0	183.3	208.1	160.7
December, 1931 ----	114.3	135.5	136.2	168.0	167.1	205.4	145.3
December, 1932 ----	98.7	121.5	118.0	156.9	147.4	199.3	132.1

* Source: Monthly Labor Review, U. S. Department of Labor.

INDEX NUMBERS SHOWING CHANGES IN COST OF LIVING DECEMBER, 1917, TO DECEMBER, 1932* IN PENNSYLVANIA

Date	INDEX NUMBERS						
	Food	Clothing	Rent	Fuel and Light	House Furnishings	Miscellaneous	All Items
December, 1917 ---	100.0	100.0	100.0	100.0	100.0	100.0	100.0
December, 1918 ----	117.7	140.8	105.6	118.8	135.1	116.7	120.7
December, 1919 ----	122.4	189.2	113.6	121.3	171.1	130.7	136.5
December, 1920 ----	110.7	183.9	133.8	162.4	185.1	152.4	139.5
December, 1921 ----	94.1	132.1	147.0	160.5	133.7	149.9	121.8
December, 1922 ----	93.6	121.2	151.1	162.7	129.7	145.8	119.2
December, 1923 ----	95.3	122.0	162.1	169.4	138.0	146.0	122.1
December, 1924 ----	95.7	119.3	171.1	168.8	132.9	150.3	123.3
December, 1925 ----	105.5	118.6	173.1	172.8	131.2	150.4	127.6
December, 1926 ----	104.8	115.8	173.3	171.1	127.7	152.3	127.1
December, 1927 ----	101.3	114.0	169.6	165.3	124.8	150.0	124.4
December, 1928 ----	99.5	112.2	163.1	162.8	121.6	151.9	122.4
December, 1929 ----	101.4	110.5	156.6	162.0	121.3	152.5	122.4
December, 1930 ----	87.2	106.0	152.0	167.1	114.8	152.2	114.9
December, 1931 ----	74.7	92.1	141.3	164.7	100.9	150.1	104.9
December, 1932 ----	62.3	82.5	125.1	150.8	106.4	144.4	93.7

* As represented by cost of living figures compiled for Philadelphia, Pittsburgh, and Scranton. Combined index is weighted by population.

accordance with the requirements for new installations. A rack and pawl will not be acceptable as a car safety device.

Whenever necessary to renew governor ropes or cables, such renewals shall conform to the requirements for new construction."

Regulations for Industrial Sanitation:

1. Definition of dressing room rescinded.
2. Definition of retiring room approved to read as follows:

"The term RETIRING ROOM shall mean a room, separate and apart from the workroom, to be used either as a rest room or as a dressing room or for both of these purposes."

ADMINISTRATIVE RULING

Regulations for Emergency Lighting:

The following administrative ruling was approved:

"Where the regulations for emergency lighting permit portable units under the provisions of Rule 1

INDUSTRIAL BOARD

(b)—4 and it is desired to substitute more elaborate equipment which would not meet all the detailed specifications of a regularly approved system but which would operate satisfactorily, the proposed equipment may be accepted when each installation is specifically approved by the Industrial Board."

The following devices were approved:

<i>Company</i>	<i>Device</i>
A. B. See Elevator Company, Inc., Philadelphia, Pa.	Type G-2 electric door operator.
The Peelle Company, Brooklyn, N. Y.	Type UD-1 electro-mechanical locking device for dumb waiters.
The Holtzer-Cabot Electric Co., Philadelphia, Pa.	Type A1-24 fire alarm system.
Electric Storage Battery Co., Philadelphia, Pa.	Exide Keepalite Emergency Lighting Unit B-20-12.
Gordon Public School District, Gordon, Pa.	Class B fire alarm system for individual installation.

The following devices were also approved on April 21, 1933:

<i>Company</i>	<i>Device</i>
Phoenix Manufacturing Company, Catasauqua, Pa.	Type 166-A boiler door latch.
Garrison Fire Detecting System, Inc., New York City.	Types 32-NC, 32-MC, 32-FC, 32-2A fire alarm systems, also auxiliary equipment "SO" and "X" when determined satisfactory for installation in buildings by the Bureau of Inspection.
International Projector Company, New York City.	Simplex Casette Projector for 16 mm. film.
Stewart-Warner Corporation, Chicago, Ill.	Model 537-A 16 mm. film motion picture projector.
Readsboro Chair Company, Readsboro, Vt.	Threshold and chair clamps for fastening movable chairs.
Barnhart-Davis Company, Warren, Pa.	Combination saw guard.
The Peelle Company, Brooklyn, N. Y.	Type Mo-CS-Cp door or door and gate operator with approved interlock for vertical counterbalanced doors.
J.H.Marcum and J. C. Shapiro, Mount Union, Pa.	Fire douser for motion picture projectors.

COMPENSATION

(Continued from Page 1)

gives rise to the so-called "cushion" upon which insurance companies depend. There is no such "cushion" in the insurance of relief work compensation.

A simple solution would appear to be an amendment to the compensation act providing that an injured worker shall never receive more per week in compensation benefits than the weekly wages he actually had been receiving at the time of the accident. This would not work a great

hardship on the *temporarily* disabled workers. They would be as well off but no better off than if they were receiving relief payments.

Such would not be the case, however, with permanently disabled workers or the dependents of killed workers. Some other solution must be found for these people. They will be depending on compensation long after the emergency relief payments are the order of the day. Their standards of living would be established on a minimum subsistence basis permanently. This is absolutely unfair particularly in view of the fact that we base the compensation of industrial injuries on the principle that the surplus productivity of our machine age should pay in full for injuries brought about by the machinery necessary for the production of and our enjoyment of that surplus. This principle should not be lost sight of in the foggy thinking of a temporary though severe period of industrial readjustment. Any modification of the 5½ day basis for determining the "average wage" of either work-relief employes or industrial employes will have far reaching unsound social effects if the peculiar interests of permanently disabled workers are ignored.

SAFETY

(Continued from Page 2)

the present time is, if anything, inadequate in size to handle the problems with which they are confronted and which the industries of this State require.

Among the more important of these duties may be mentioned: — to see that machinery and equipment are properly guarded; that sanitary requirements are met; that lighting and ventilation are adequate; that building and other construction work is properly supervised and checked for safety; that child labor and woman's laws are enforced, together with the carrying out of the provisions of the Fire and Panic Act.

Further, the influence of this Bureau in indirect ways, such as educational work among both employers and employees as well as in the schools, may be said to be of importance almost equalling the definite duties of this Bureau.

There is absolutely no question that if the services of this Bureau are not available to industry, there will be a tremendous increase in industrial injuries and deaths which will add much more to the economic loss of this State than the gain to be effected by any apparent savings due to a reduction in the personnel of this Bureau.

We appreciate the fact that there should be a reduction of taxes, but those of us who have been in constant contact with inspectors and supervisors of the Bureau know how valuable their services have been to the industries and we regret very much that even a suggestion should be made looking to a curtailment of this most excellent work within our State government.

At the meeting of the Board of Directors referred to, the undersigned committee was unanimously appointed with full power to act in placing this matter before you and we urge in the strongest possible terms that no reduction be permitted at this time insofar as the Bureau of Inspection is concerned.

Chairman—C. E. RALSTON, Pittsburgh Plate Glass Co.; E. F. HARRIS, Mesta Machine Company; C. B. AUDEL, Westinghouse Electric and Mfg. Co.; J. A. OARTEL, Carnegie Steel Company.

LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



Vol. XX, No. 5

HARRISBURG, PA.

May, 1933

NATIONAL HOURS AND WAGES LAW

Summary of testimony by Stephen Raushenbush, Director of Bureau of Industrial Relations, Commonwealth of Pennsylvania, before the House Committee on Labor, in connection with the Black bill providing for a thirty-hour week and a minimum wage.

1st Proposition: It is a risky adventure to proceed further in the depression without a minimum wage as a companionpiece to hours legislation. This bill is at present the only one offered which will help bring the wage-earners up to the subsistence level. All the other bills, including the devaluation measures, simply tend to raise the price of everything to the wage earners.

Viewed only as a practical matter, the effects of not attaching minimum wage legislation of this character are easily seen:

1. There are men employed in Pennsylvania and other states earning \$4.00 for 60 hours work in a week. With a 30-hour week it is perfectly possible that such employes will have their weekly earnings cut exactly in half—to \$2.00. That arrangement will not stop the present decrease in purchasing power. It will in effect, divert most of the purchasing power to food.

2. The net effect of such an arrangement will only be to increase the vicious practice now existing of subsidizing low-wage firms by federal and state funds. In many parts of Pennsylvania "sweatshops"—also some mines—are operated only because state and federal tax monies enable the workers to keep body and soul together. Such subsidies are unfair competition with other firms and other mines. This practice would be increased by a short work week, unless there is also minimum wage legislation, because new low-wage levels would be reached by dividing time.

3. The first and immediate effect of the devaluation measure is to make even the present low wages worth less in purchasing power than they are at present. We may expect an increase in strikes and industrial discontent until wages rise to equal purchasing power. To accentuate this immediate situation by shorter hours without setting a bottom to wages, would be an open invitation to trouble.

4. There is danger enough to purchasing power in the present situation without risking any continuance or accentuation of it. It is the purpose of all intelligent legislation to increase mass purchasing power. As a practical matter that does not happen automatically after the bottom of a depression has been hit. There is often a lag until wages regain their lost ground. In the depression

of 1920, the bottom was hit in December as far as (manufacturing) employment went, but as far as payrolls went, the bottom was not hit until January, 1922, a year later. Employment rose fairly steadily in 1921, 1922 and 1923, but it was not until March, 1923,—two years and a quarter after employment began rising, that payrolls again caught up with employment.

That was a short depression, and it took 2¼ years for payrolls to catch up with employment, even without the whole question of inflationary price increases being involved. There is no guarantee that it will not take as long, or longer, this time, unless minimum wages, based on living costs, are shoved under the whole wage-structure as a support.

5. The lag may also be longer this time than before—unless the minimum wage provisions are used—because of the technological changes since the beginning of the depression. Those changes make it more difficult than before to have or create a labor shortage. This is especially true in a state producing capital goods to the extent Pennsylvania does, for example. If it is the intent of a shorter hours law to increase purchasing power (wages) by creating a labor shortage, that intent is not going to be fulfilled because of (1) the technological improvements, and (2) the fact that at present in many industries the average is only 30 hours now. To increase purchasing power can be done in this connection only by putting in certain bottom wage levels to offset the downward pull of the competition of the workers unemployed and desperate.

6. A final risky adventure is not having a minimum wage provision linked to the hours law is that States such as Pennsylvania are, in the very near future, going to become drainage basins for all the worst sweatshop clothing plants of New York and New Jersey, which have just adopted minimum wage laws for women and children.

Pennsylvania should be protected from that menace because she is a poor State and unable to protect herself at present. We have had to ask so much Federal relief money because our manufacturing employes earn \$170,000,000 less annually than they would earn if they were living in New York, New Jersey or Delaware. Because

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MARK M. WALTER

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our wages are so low we are poor. But we do not want to be poorer. We do not want the small pay envelopes of any more sweatshops to set an even lower wage level than we have at present in even more communities. A shifting of this kind of truck-goods industry does no one any good, and adds nothing to the purchasing power of the nation. This protection is not asked only for the sake of Pennsylvania, but because the nation cannot afford to have huge sub-normal areas without a purchasing power enabling them to carry their share of the nation's buying.

In these six effects of attempting to continue without national minimum wage provisions, the danger of the attempt can be seen. That is the first proposition.

2nd Proposition: The second proposition offered to this Committee is that the minimum wage provisions happen to work out to the benefit of employers and employees both.

1. There has been some misunderstanding about this bill. Certain critics seem to think that it follows the British procedure of wage-fixing for various degrees of skill and occupations, or the complicated family-wage and arbitration awards in parts of Australasia. Careful reading of all the minimum wage amendments suggested do not bear out this fear. The provisions only put a bottom-level to wages. They do not deal in degrees of skill or in maximums or in family wages.

2. The fear has also been expressed that wages now above the minimum will drop to that minimum. While this idea merits very serious consideration, it has not been the past experience. (a) Professor Armstrong in "Insuring the Essentials" has studied this question very thoroughly especially in England where about three millions are working under such laws. In a depression, of course, all wages tend downward. Where there is neither a union contract nor a legal minimum level, they go *below* a subsistence level. Professor Armstrong points out that in England

"before the depression wage rates set by the trade boards showed no tendency to become the maximum rate paid. After the depression set in, there was a distinct tendency in that direction. The better-than-minimum wages went down as wages in 'bad times' tend to do, in some cases continuing downward until checked by the legal minimum. The lowest wages, already at the minimum, which would undoubtedly have gone down also in response to the general downward pressure of the business depression, were by the force of the legal rate kept from a fall to starva-

tion levels. This indicates that the legal minimum in England during the severe economic stress following 1921 did just what was demanded of it, that is 'put a bottom into the wage situation.'"

(b) The Minimum Wage Board of British Columbia has said: "the contention occasionally put forward that legal minimum rates tend to become standard rates has been abundantly disproved."

(c) California, which had the custom of a minimum wage law for women, dropped its weekly manufacturing wage (from May, 1931, to May, 1932) only (14%) \$4.12 (from \$28.30 to \$24.12), while Pennsylvania, with no such law, dropped (32%) \$7.09 (from \$22.11 to \$15.02). California in 1932 was still \$2.00 higher than Pennsylvania before its drop.

(d) The Quebec Minimum Wage Commission reported that in the first two years of the depression women's wages there increased 2% in every industry except laundering.

This evidence should lay at rest most of the fears about high wages becoming low ones because of a minimum wage law. It must also be said, however, that if a union has attained a high rate and then fails to protect it, that high rate will drop. But it will drop regardless of whether the minimum wage law is there or not. The rate will drop because of the weakness of the union in question. It is significant that the officials of the United Mine Workers of America, support this bill with the minimum wage provision. They believe it could be strengthened by certain provisions covering equality of civil rights.

3. A few employers have expressed to you a preference for continuing as at present. That preference is certainly not shared by the majority of the workers or the unemployed. It may be individually satisfying to die for the principle of free competition; but there is a horrible responsibility in making some millions starve while you do it. Other employers have seen clearly that industries are already so large and scattered that they have not and apparently will not plan together, or offer a satisfactory working alternative to this bill. These employers have therefore advocated this bill. That seems to me to be honest and responsible action, but above all, practical economics. When the best that most employers can do is to say that they are sorry for their starving workers, but can do nothing for them, the time has certainly come for the responsible leaders of industry to call in the government to save everybody from the present profitless producing. This bill gives the better employers the protection they need in a practical way.

4. To prevent gross inequality of maximum rates, however, and to secure better administration than the depleted Federal and state labor department officials can furnish, it seems important that all employers should be covered by the same laws in regard to the freedom of their employees to discuss working conditions and collective bargaining. The idea has been in the railroad acts for many years. It should be done in justice to the employers in those states which have civil liberty laws as well as to the employees of those states which do not have them.

A survey of the state labor departments at present will indicate that they have been cut to the place they can no longer enforce their present laws. In Pennsylvania, after June, we expect to cover each factory only once in three years. The real enforcement of the maximum hours and minimum wage law will be done by unions wherever they

exist. It seems only fair as well as efficient to have that situation identical in every section of the country.

In these ways it seems clear that this hours bill coupled with the minimum wage provisions, should merit your immediate approval. There is no other bill in Congress which tends to help the purchasing power of so large a group, or to even keep it on a parity with the expected increase in the price of agricultural and other commodities which the workers must buy.

This bill, by itself, will probably not give the needed start to industry. It certainly provides, however, the minimum machinery with which a recovery can be operated in these days.

ADVISORY COUNCILS

By **ARTHUR W. MOTLEY**

DIRECTOR, BUREAU OF EMPLOYMENT

The constructive efforts on the part of the Federal Government to relieve unemployment by various work projects is meeting with the approval of the great mass of the unemployed. There is no doubt but what the grocery dole system has been very distasteful to the great numbers of men who through no fault of their own have been forced to seek relief for the first time. That men want work rather than relief is evidenced by the large number of people who daily apply at the State Employment Offices.

The various projects being contemplated in Washington for providing employment are reflected very closely in the activities of the State Employment Offices. The recruiting of 250,000 men for reforestation, the legalizing of beer, the contemplated 30-hour week law, public works legislation, inflation, and the organizing of industry to guarantee the return of men to industrial employment are items that are significant to those who are interested in employment in Pennsylvania.

While the employment offices were not used to recruit the men for the forests, nevertheless they were considered the source of information. The legalizing of beer has brought to the offices a demand for various types of men such as coopers, experienced brewery workers, etc. The news of inflation, which brought about an upturn in business conditions, also brought placements on jobs up to the high point of the year at the State Employment Offices. A total of 4,678 were placed during the month of April which is an increase of 1013 over March, 1933.

Other proposed legislation will, if effective, change the industrial life of the State. The most important change would be brought about perhaps by the passage and enforcement of the 30-hour-week law. Many industries, in order to comply with the provisions of this act would have to add large numbers of men. That this is desirable is unquestionable. It is very likely, however, that there would develop an acute shortage of skilled workers while a surplus of unskilled and semi-skilled workers would continue to exist.

The reason for this is that up to 1929 industry trained large numbers of men in the various trades through its apprentice courses and through regular shop routine. Even with these training methods there was an acute shortage during 1929 and early in 1930 of some types of skilled mechanics.

As business slowed down, during 1931, 1932 and 1933, the younger men in industry were released and most apprentice courses were discontinued. Four years have elapsed with only a comparative few being trained. At the present time, even with the large numbers unemployed, very few tool makers, patternmakers, molders, or boilermakers will be found among the unemployed who

are under 25 years of age. One of the saddest features of the depression is to be found in an analysis of the experience of men under 25 years of age. Practically all are without trades and thousands have never had the opportunity to work.

One of the problems being considered by the Advisory Councils, recently appointed by Dr. Northrup in connection with the State Employment Offices, is the retraining of men to fit them into industry when the call comes. Either the 30-hour week law or the plans of industry to gear up production may bring a demand for skilled workmen.

With all these problems that are coming to the fore, the public employment service is being used more completely in each community. All employment activities are being concentrated. The industrial problems of each community are being considered from an employment standpoint and efforts are being made to increase the efficiency of the State Employment Service.

The organization of the Advisory Councils in connection with the District Employment Offices, recently appointed by Dr. A. M. Northrup, have been completed and most of the groups are now in operation.

Extracts from the minutes of the meetings bring out the fact that the Councils are greatly interested in the employment problems of their respective communities and to improve the service now being rendered by the State Employment Offices.

The Allentown group has recommended that their employment office be moved to another location; Altoona is making a survey of possible municipal improvements; Harrisburg is contemplating a job inventory of their district to ascertain the effects of industrial consolidation and machine displacements; Reading has arranged for removal to a new location on May 15th; Lancaster urges that all employment activities of the county be centered in the office; the Pittsburgh group urges that a State Work Developing Board be established to promote public works and Wilkes-Barre proposed a survey of the county to ascertain how much of the deserted land in the county can be reforested.

The activities of each group are to be exchanged monthly so that each member of the district councils has information as to what is being projected in other districts. A majority have appointed sub-committees to discuss the best type of publicity that will bring to the employer's attention the value of the public employment services and also a program committee to devise plans for developing any project that will alleviate unemployment in their districts and to stabilize employment in the future.

The members and officers of the various groups, with their official connections are: The members of the Councils are:

ALLENTOWN

Charles E. Oakes, Chairman, Manager, Pennsylvania Power and Light Co.,
Raymond J. Bader, President, Allentown Building Trades Council,
Mrs. Henry F. Dicke,
Alvin L. Hacker, Lehigh County Farm Agent,
Clarence J. Moser, Secy., Central Trades and Labor Council,
Lt. Col. Henry A. Reninger, Safety Engineer, Lehigh Portland Cement Co.,
Donald G. Ruhe, Sales Manager, Aldrich Pump Co.,
Evan W. Walters, Vice Pres. and General Mgr., Phoenix Silk Mfg. Co. Inc.

(Continued on Page 8)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE

DIRECTOR, BUREAU OF STATISTICS

INDUSTRIAL EMPLOYMENT DOWN IN MARCH

March usually is a month of seasonally increased industrial activity, but the employment and payroll statistics for March this year show a sharp reduction. Reports to the Department from 5,000 firms, representing employment in all the important groups of manufacturing and non-manufacturing activity in the State, show a 4.5 per cent decrease in employment and a 7.3 per cent reduction in payrolls for March as compared with February. These unusual declines for March were due in a large measure to the banking crisis in the early part of the month. Most of the reports cover payrolls for the week ending nearest the middle of the month so that the reports for this period probably overstate the decline for the month as a whole. Nevertheless, for the middle of March at least, industrial employment and payroll totals reached new low levels. Except for a seasonal gain in the construction industries, employment for all major industries showed decreased totals for March as compared with February.

LARGE DECLINE IN MANUFACTURING

In manufacturing industries, employment for March dropped 7 per cent as compared with February. Payrolls decreased 8 per cent. In view of the improvement shown for manufacturing industries in February, the decline in March was unexpected. Employment in manufacturing industries in March reached the lowest level in ten years and was 20 per cent less than in March, 1932. Reduced employment totals were shown for 38 of the 51 industries covered in the manufacturing report. The only industries of the manufacturing group to show employment gains of consequence were the structural iron, automobile, railroad repair shop, knit goods, and paint and varnish industries.

Average weekly earnings for the 200,000 workers in the manufacturing industries covered by the March report were \$13.69 as compared with \$13.96 in February and as compared with \$17.06 in March, 1932. Average earnings of workers in manufacturing for March, 1933, were the lowest in the last ten years.

Hours of work in Pennsylvania factories averaged 29.8 a week for March as compared with 30.6 a week in February and as compared with 33.0 a week in March, 1932. In March, 1929, hours of work in manufacturing industries averaged 50.1 a week.

The general index of manufacturing employment for March was 54.5 per cent of the 1923-25 average, and the March index of payrolls was 30.0 per cent of the 1923-25 average.

GENERAL DECLINE IN NON-MANUFACTURING INDUSTRIES

The construction industry was the only one of 15 non-manufacturing groups to show any gain in employment for March. Reports from contractors engaged in building, highway, and general construction work, all showed employment gains. The number of workers employed by the State and local governments on road construction and maintenance work in March, however, was less than in February. The high rate of Workmen's Compensation premium established for work relief employment is said to have held up road construction work in many municipalities.

The largest declines in employment and payrolls for non-manufacturing industries occurred in anthracite and

bituminous coal mining. Reports from 144 anthracite mines showed a 7 per cent decrease in employment and a 14 per cent drop in payrolls for March as compared with February. Employment in anthracite mines was approximately 25 per cent lower than at this time last year. Reports from 441 bituminous operations indicated a decline of 3 per cent in employment and 9 per cent in payrolls for March as compared with February. Smaller reductions in employment and payroll totals for March were shown in quarrying; crude petroleum; transportation, communication, and other public utilities; trade; hotels, laundries,

and dyeing and cleaning establishments; and financial institutions, including banks, brokerage houses, and insurance and real estate companies.

UNEMPLOYED TOTAL FOR MARCH ESTIMATED AT 1,379,351

The number of workers without jobs in Pennsylvania in March, 1933, was estimated by the Department at 1,379,351, or 37.1 per cent of the total working population enumerated in the last census. This is an increase of 57,509, or 4.4 per cent, over the estimated total for 1,321,842 for February, 1933, and an increase of 322,402, or 30.6 per cent, over the number estimated as unemployed in March, 1932.

COMPENSATION AWARDS

A total of 4,563 agreements were approved during March authorizing the payment of compensation to injured workers or to the dependents of those killed in the amount of \$902,204, an increase of \$67,688, or 8.1 per cent, over the total for February, 1933, but a decrease of \$116,149, or 11.4 per cent, as compared with the total for March, 1932.

Compensation awards for the first three months in 1933 totaled \$3,117,033 as compared with \$3,381,732 for the first quarter of 1932, a decrease of \$264,699, or 7.8 per cent.

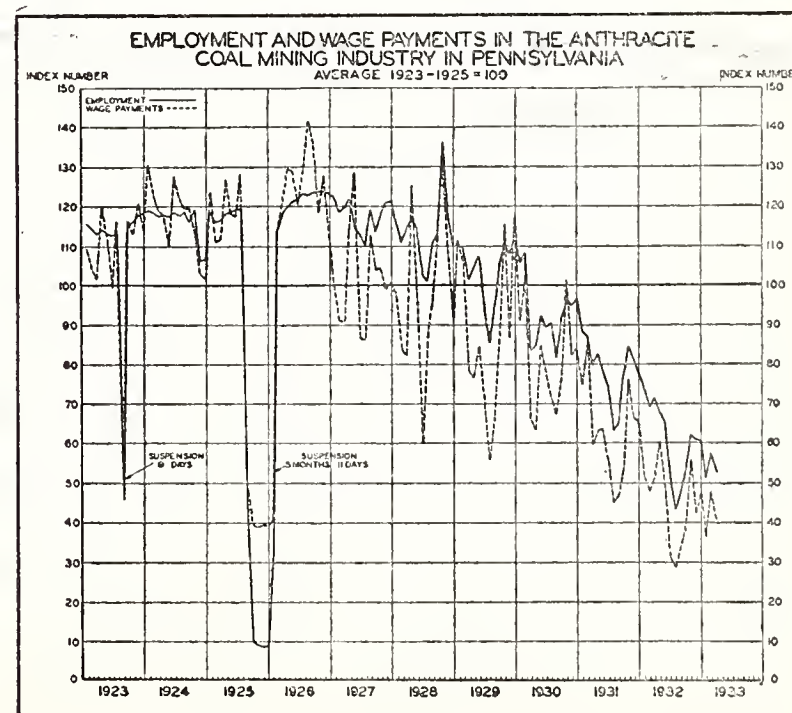
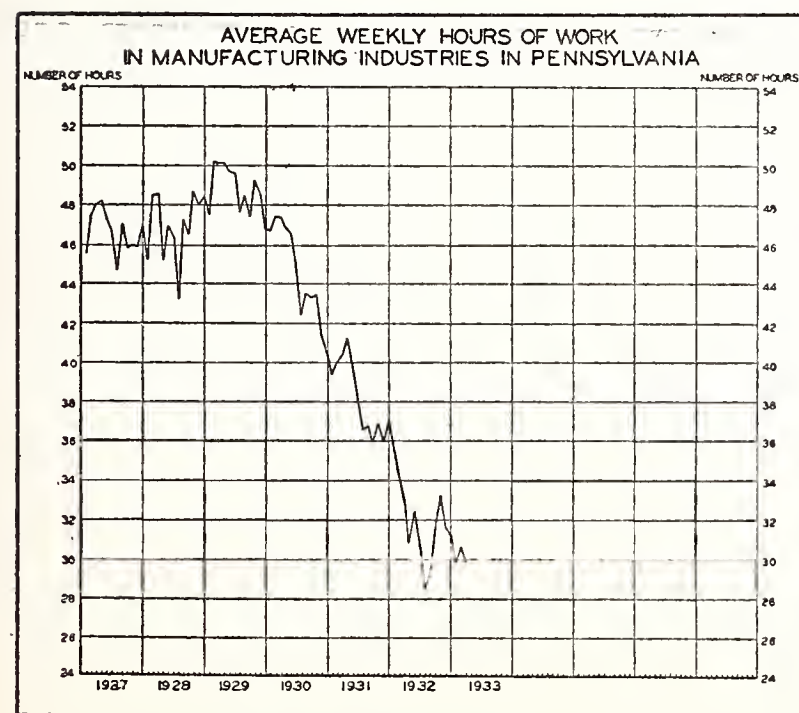
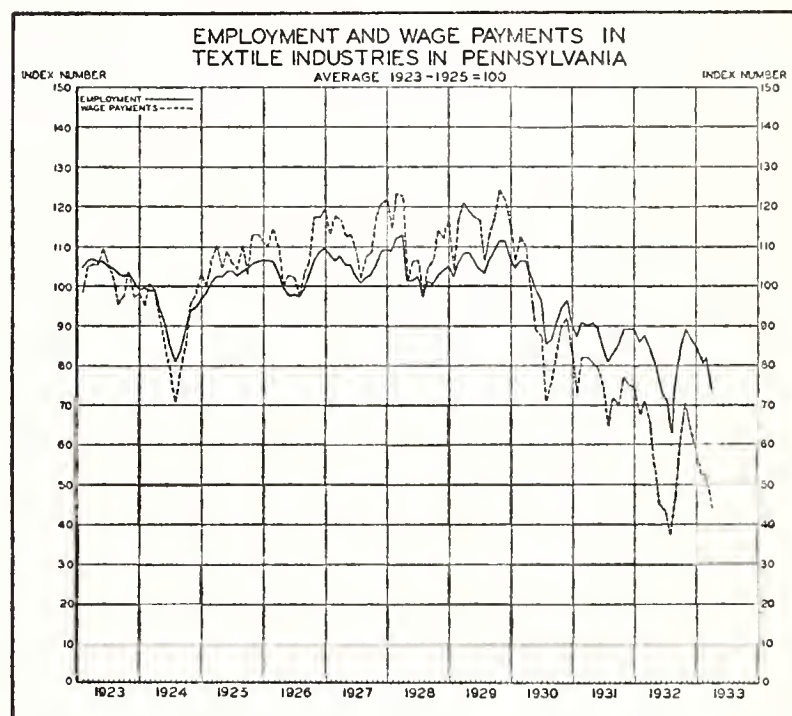
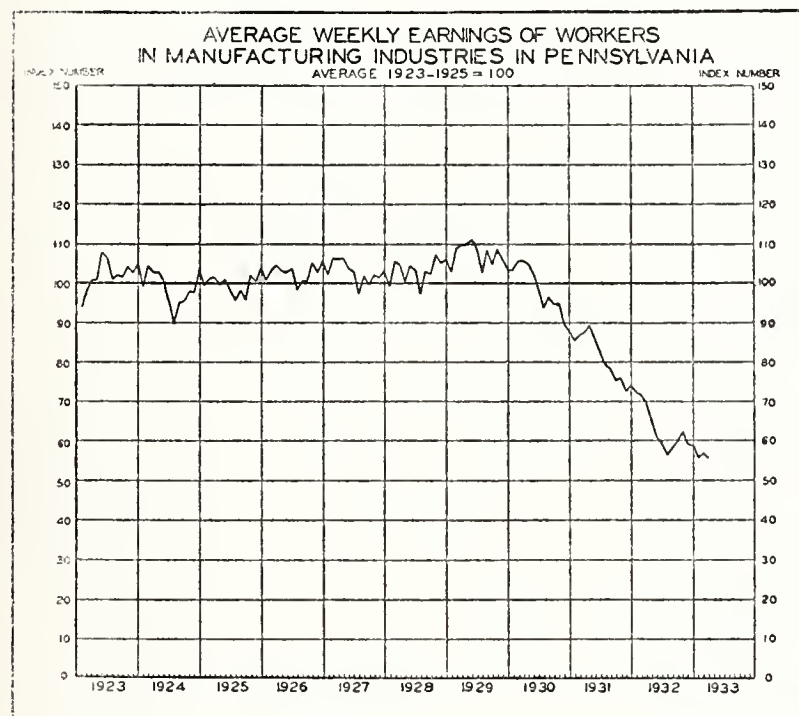
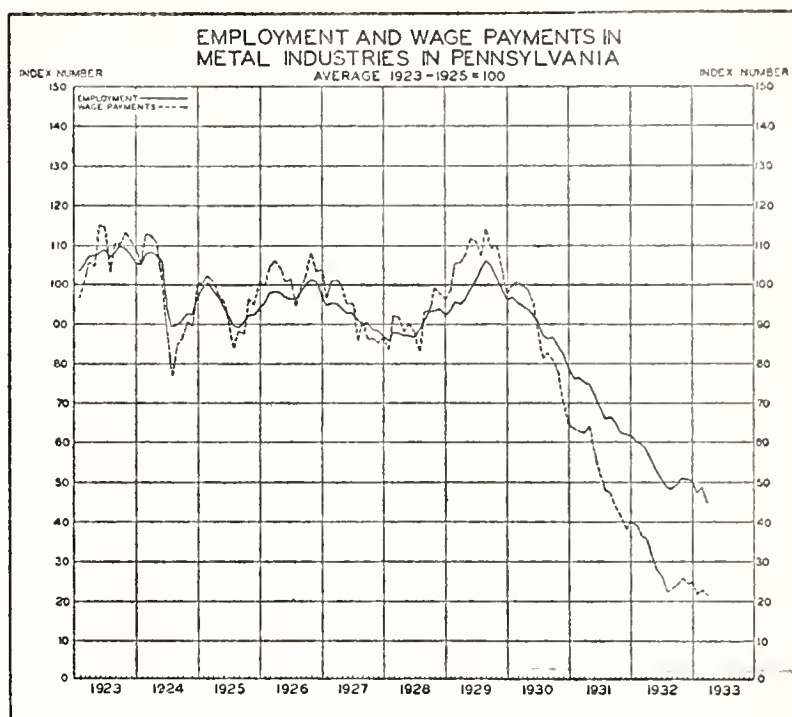
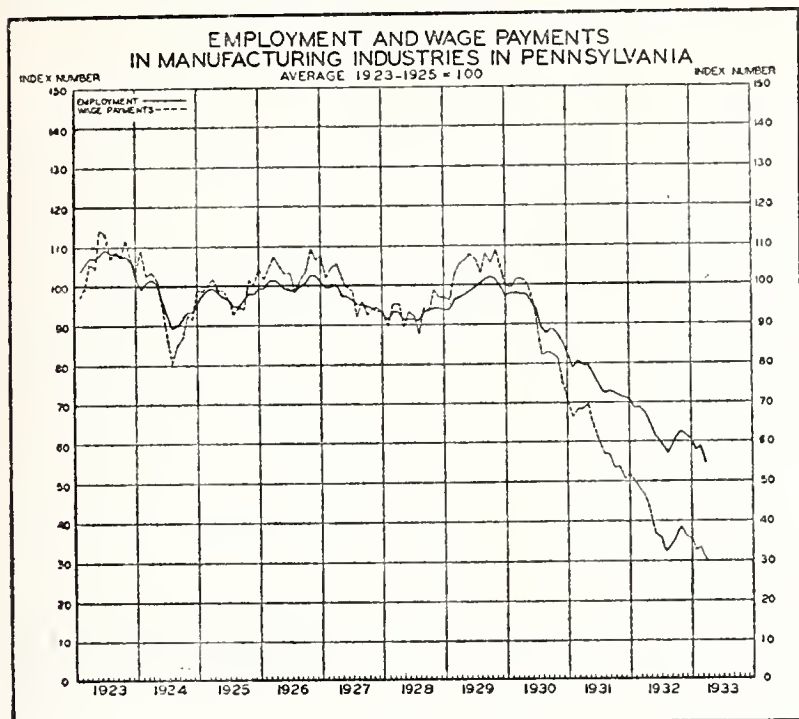
THE FACTS IN BRIEF

Item	Per cent change	
	March, 1933 as compared with February, 1933	March, 1933 as compared with March, 1932
Employment	— 4.5	—19.6 ¹
Payrolls	— 7.3	—36.4 ¹
Average weekly earnings	— 2.9	—19.8 ¹
Estimated number unemployed	+ 4.4	+30.5 ²
Volume of building, 76 municipalities	—20.0	—55.5 ³
Industrial accidents reported	+13.4	— 7.9
Compensation agreements approved—	+12.3	—11.7
Amount of compensation awarded ..	+ 5.2	— 2.7

¹Manufacturing only.

²Total not strictly comparable with estimates for 1932 because of a slight change in method of estimating.

³Comparison for 45 cities.



RESIDENTIAL BUILDING CONSTRUCTION SHOWS GAIN

March reports from building inspection offices in 76 municipalities in Pennsylvania show a considerable improvement in permits for residential construction. Permits were issued in 23 of the 76 municipalities for 114 residential buildings to cost more than a half-million dollars. This was the largest volume of permits for new

residential buildings issued since last September. Permits for non-residential buildings, however, showed large declines.

A total of 1,401 building permits were issued during March in the 76 municipalities reporting for construction work to cost \$1,189,595. This amount was less than half the total for the corresponding month in 1932.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLL				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Mar. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Mar. 15, 1933	Index numbers 1923-1925 = 100			week ended		
			Mar. 1933	Per cent change compared with			Mar. 1933	Per cent change compared with	Mar. 1933	Feb. 1933		
				Feb. 1933	Mar. 1932						Mar. 1932	
ALL MANUFACTURING INDUSTRIES (51) -----	783	198,859	54.5	- 7.0	-19.6	\$2,721,762	30.0	- 8.3	-36.4	\$13.69	\$13.96	
Metal products (12) -----	236	88,111	44.9	- 7.0	-23.8	1,065,978	21.6	- 5.3	-39.5	12.10	11.91	
Blast furnaces -----	12	1,256	35.3	-11.8	-19.8	15,078	14.0	-13.0	-44.4	12.00	12.19	
Steel works and rolling mills -----	48	48,384	40.4	- 8.2	-25.0	565,615	19.9	- 2.0	-38.8	11.69	10.92	
Iron and steel forgings -----	9	776	45.4	- 2.4	-15.5	11,669	26.4	-15.1	-27.9	15.04	15.59	
Structural iron work -----	10	2,667	64.4	+ 8.1	-18.4	30,255	26.7	+23.0	-40.5	11.34	10.00	
Steam and hot water heating app. -----	14	2,548	69.2	- 8.6	-11.3	40,771	38.6	- 6.5	-23.1	16.00	15.59	
Stoves and furnaces -----	4	358	65.8	- 1.5	+12.1	4,480	29.7	-13.9	- 2.3	12.51	14.27	
Foundries -----	34	3,992	44.4	- 1.6	-24.2	41,692	16.1	- 4.7	-44.9	10.44	10.77	
Machinery and parts -----	44	5,123	48.8	- 6.2	-27.1	67,698	21.9	-15.4	-51.2	13.21	14.73	
Electrical apparatus -----	22	16,543	58.7	- 5.3	-24.7	203,814	27.6	-12.4	-41.6	12.32	13.28	
Engines and pumps -----	10	1,086	28.9	- 0.3	-17.9	15,142	15.0	+14.5	-21.9	13.94	12.05	
Hardware and tools -----	18	3,514	54.0	- 9.8	-16.9	41,339	27.0	-14.6	-37.8	11.74	12.40	
Brass and bronze products -----	11	1,864	51.1	- 1.5	-11.0	28,425	27.8	- 1.4	-19.9	15.25	15.21	
Transportation equipment: (5) -----	34	11,500	29.9	-10.7	-45.0	153,491	13.1	-23.8	-66.5	13.35	15.61	
Automobiles -----	4	1,407	28.3	+ 5.6	-34.2	14,626	7.9	+ 5.3	-61.5	10.40	10.39	
Automobiles bodies and parts -----	10	1,801	27.7	-36.6	-57.7	23,715	12.1	-57.8	-76.8	13.17	19.77	
Locomotives and cars -----	12	4,018	15.0	-11.2	-29.9	45,487	5.9	-23.4	-56.9	11.32	13.39	
Railroad repair shops -----	5	3,003	56.4	+ 6.6	-13.6	44,696	29.1	+ 3.2	-39.4	14.88	15.33	
Shipbuilding -----	3	1,271	29.1	- 4.3	-24.8	24,967	32.5	- 6.3	-34.5	10.64	20.06	
Textile products: (11) -----	158	43,353	73.7	- 9.8	-12.6	539,511	44.7	-14.5	-31.7	12.44	13.31	
Cotton goods -----	13	2,364	50.3	-12.1	-16.7	32,747	31.1	-20.9	-40.0	13.85	15.51	
Woolens and worsteds -----	13	2,935	49.9	- 9.9	-17.9	41,466	29.9	-18.5	-34.9	14.13	15.75	
Silk goods -----	44	12,955	74.1	-19.9	- 9.9	138,217	47.5	-27.1	-26.4	10.67	11.71	
Textile dyeing and finishing -----	12	1,145	60.8	-11.1	-27.7	20,014	43.4	-21.9	-37.7	17.48	19.81	
Carpets and rugs -----	9	1,781	43.0	- 5.7	-20.2	21,088	20.0	-17.4	-46.7	11.84	13.49	
Hats -----	3	2,132	54.6	+ 0.6	- 6.5	37,437	39.2	- 1.3	+ 7.7	17.50	17.00	
Hosiery -----	29	14,650	100.2	- 1.1	-13.7	199,264	63.8	- 2.3	-36.3	13.06	14.37	
Knit goods, Other -----	12	2,029	76.3	+ 5.4	- 4.4	19,546	41.8	- 3.0	-25.6	9.63	10.55	
Men's clothing -----	9	749	74.4	- 0.4	- 2.9	7,352	44.8	+ 8.7	-21.3	9.82	8.98	
Women's clothing -----	7	1,118	110.2	-13.2	- 0.4	9,286	63.2	-20.1	-16.3	8.31	9.03	
Shirts and furnishings -----	7	1,405	102.6	-18.5	-10.9	13,904	59.4	-19.4	-20.5	8.76	8.85	
Foods and tobacco: (5) -----	89	16,982	86.0	- 5.8	-10.9	256,809	61.7	- 9.0	-25.5	15.12	15.64	
Bread and bakery products -----	26	3,424	94.8	+ 0.4	- 4.0	72,903	72.9	- 2.1	-14.6	21.29	21.89	
Confectionery -----	12	3,613	83.6	- 0.6	-11.9	52,827	62.4	- 7.0	-30.3	14.62	15.65	
Ice cream -----	11	888	72.2	+ 2.1	-13.4	21,553	55.0	+ 3.6	-30.5	24.27	23.95	
Meat packing -----	13	1,865	94.8	- 0.5	+ 0.4	37,532	62.8	- 5.7	-21.7	20.12	21.14	
Cigars and tobacco -----	27	7,192	79.1	-13.1	-15.6	71,994	48.9	-20.1	-30.9	10.01	10.89	
Stone, clay and glass products: (3) -----	61	6,478	37.6	- 9.8	-29.7	76,360	15.8	-10.2	-45.3	11.79	11.88	
Brick, tile and pottery -----	31	2,094	39.7	-11.6	-29.7	18,802	13.8	-11.0	-46.9	8.98	8.91	
Cement -----	15	2,200	26.9	- 7.6	-40.9	26,824	10.3	-12.0	-59.3	12.19	12.58	
Glass -----	15	2,184	59.8	- 9.7	-12.2	30,734	36.3	- 9.5	-22.3	14.07	14.11	
Lumber products: (3) -----	43	2,050	35.7	+ 1.7	-25.5	22,159	17.5	- 5.9	-46.6	10.81	11.96	
Lumber and planing mills -----	16	392	16.9	+ 2.4	-47.7	4,140	8.2	+ 1.2	-65.0	10.58	10.71	
Furniture -----	22	962	39.3	+ 1.3	-23.4	10,506	18.1	- 8.1	-46.3	10.92	12.93	
Wooden boxes -----	5	696	54.8	+ 1.5	- 5.5	7,504	30.6	- 2.5	-27.5	10.78	11.27	
Chemical products: (5) -----	53	10,728	79.3	+ 0.9	- 1.6	225,922	61.0	- 1.1	-10.0	21.06	21.51	
Chemicals and drugs -----	30	1,703	55.0	- 3.0	- 9.8	34,044	42.7	- 0.9	-15.6	19.99	10.58	
Coke -----	3	1,582	53.7	- 3.2	-13.7	18,124	19.6	- 5.3	-35.1	11.46	11.76	
Explosives -----	5	520	63.2	- 1.9	- 7.5	7,362	37.8	-20.8	-24.4	14.16	17.56	
Paints and varnishes -----	9	959	92.8	+ 7.2	+ 7.2	13,683	56.7	- 5.8	-21.3	14.27	16.23	
Petroleum refining -----	6	5,964	119.9	+ 2.2	+ 3.8	152,709	107.1	+ 1.1	- 1.9	25.61	25.01	
Leather and rubber products: (4) -----	42	9,206	90.0	- 1.1	- 4.8	136,387	58.8	- 3.4	-22.3	14.82	15.11	
Leather tanning -----	16	4,617	87.1	- 3.8	- 4.7	75,999	55.5	- 3.1	-19.7	16.46	16.37	
Shoes -----	16	3,385	111.1	+ 3.2	- 1.3	40,905	80.2	+ 0.8	-20.0	12.08	12.24	
Leather products, Other -----	6	487	67.6	+ 2.0	- 8.2	9,046	53.8	- 4.8	-23.0	18.57	19.87	
Rubber tires and goods -----	4	717	73.6	- 4.7	- 8.2	10,437	43.6	-16.3	-37.9	14.56	16.62	
Paper and printing: (3) -----	67	10,451	77.7	- 2.0	-11.0	245,145	61.0	- 2.1	-26.6	23.46	23.48	
Paper and wood pulp -----	13	3,182	68.5	- 0.6	- 9.2	54,496	42.7	- 2.1	-32.9	17.13	17.39	
Paper boxes and bags -----	10	683	58.9	- 3.0	-17.2	8,250	46.8	- 8.4	-28.8	12.08	12.73	
Printing and publishing -----	44	6,586	83.5	- 2.3	-11.9	182,399	69.8	- 1.7	-24.2	27.69	27.50	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLL				AVERAGE WEEKLY EARNINGS			
		No. of wage earners—week ended Mar. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended Mar. 15, 1933	Index numbers 1923-1925 = 100			week ended				
			Mar. 1933	Per cent change compared with			Mar. 1933	Feb. 1933	Mar. 1932	Mar. 1933	Per cent change compared with		Mar. 15, 1933	Feb. 15, 1933
				Feb. 1933	Mar. 1932						Feb. 1933	Mar. 1932		
Anthracite coal mining ² -----	144	74,677	53.1	— 7.1	—25.9	\$1,940,100	40.9	—14.1	—20.3	\$25.98	\$28.11			
Bituminous coal mining ³ -----	441	57,042		— 2.5	— 6.9	596,756		— 9.0	—30.5	10.46	11.22			
Quarrying & non-metallic mining -----	60	1,855		— 4.1		17,671		+ 4.2		9.53	8.77			
Construction:														
Building ⁴ -----	1,260	7,626		+ 4.8	—30.4	137,915		+ 4.9	—45.2	18.08	18.07			
Street and Highway:														
State -----	5	34,736		— 3.7	+107.5									
Municipal -----	18	424		— 6.0		4,443		— 7.1		10.48	10.61			
Contractors -----	41	1,071		+ 4.8		9,958		+ 5.5		9.30	9.23			
Other construction ⁴ -----	72	3,515		+12.7	+26.2	70,506		+16.3	— 3.4	20.06	19.44			
Canning and preserving -----	22	2,296		— 2.5		30,108		— 2.8		13.11	13.15			
Crude petroleum producing -----	23	612		— 3.0		14,646		— 5.2		23.93	24.48			
Dyeing and cleaning -----	21	943		— 0.5		13,691		— 1.5		14.52	14.67			
Hotels -----	174	9,004		— 1.7		112,474		— 1.5		12.49	12.47			
Laundries -----	42	3,033		— 1.2		42,270		— 5.0		13.94	14.49			
Transportation and communication -----	157	38,617		— 1.0		925,329		— 5.0		23.96	24.97			
Other public utilities -----	555	45,502		— 0.1		1,266,242		— 2.2		27.83	28.16			
Retail trade -----	335	23,087		— 1.5		435,875		— 2.6		18.88	19.09			
Wholesale trade -----	126	3,456		— 0.6		92,098		— 2.2		26.65	27.08			
Banking and brokerage -----	564	12,126		— 0.4		372,334		— 1.3		30.71	30.98			
Insurance and real estate -----	164	8,902		— 0.9		283,395		— 0.4		31.83	31.68			
Total—non-manufacturing -----	4,219	293,788		— 2.7		6,365,811		— 6.8		21.67	22.62			
Total—manufacturing -----	783	198,859	54.5	— 7.0	—19.6	2,721,762	30.0	— 8.3	—36.4	13.69	13.96			
GRAND TOTAL -----	5,002	492,647		— 4.5		9,087,573		— 7.3		18.45	19.00			

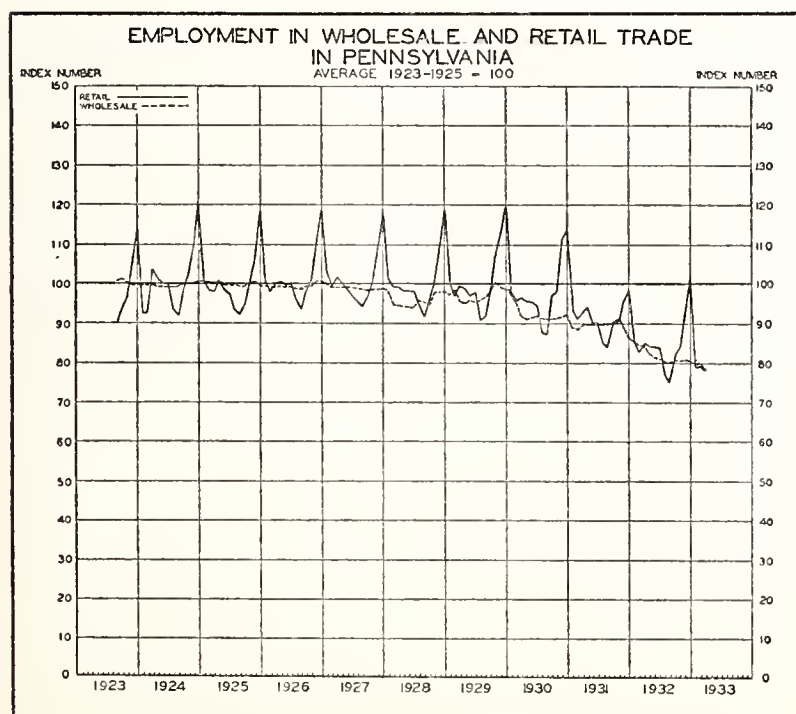
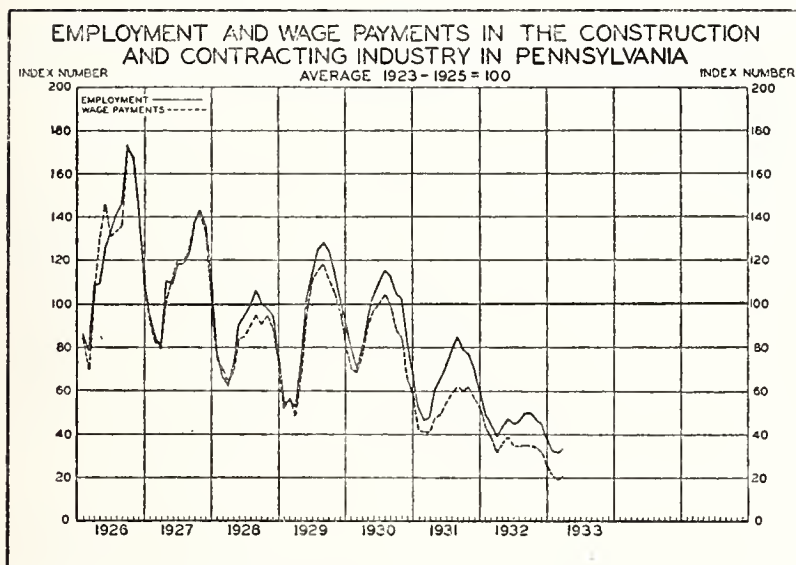
¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Chain index—Year 1929 = 100.

⁴ Chain index—Year 1932 = 100.

⁵ Data from Department of Highways' report, April 1, 1933. Not included in totals.



ACCIDENTS INCREASE

Accidents in Pennsylvania industries increased 13.4 per cent in March as compared with February despite reductions in employment and wage payments. A total of 96 fatal and 6,950 non-fatal accidents was reported to the Department of Labor and Industry in March as compared with 88 fatal and 6,125 non-fatal accidents reported in February, or increases of 9.1 per cent in fatalities and of 13.5 per cent in non-fatal injuries. In comparison with March, 1932, fatalities show a 1.0 per cent decline and non-fatal injuries a 7.9 per cent decrease.

Accident totals for the three main industry groups for the first quarter of 1933 as compared with the corresponding period in 1932 are as follows:

ACCIDENTS REPORTED TO THE DEPARTMENT OF LABOR AND INDUSTRY

Industry	Three months 1933		Three months 1932		Per cent increase or decrease in 1933	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	134	12,765	133	13,735	+ 0.7	- 7.1
Coal mining	125	6,567	109	7,272	+14.7	- 9.7
Transportation and public utilities	23	776	29	959	-20.7	-19.1
Total	282	20,108	271	21,966	+ 4.1	- 8.5

PERMANENT INJURY ACCIDENTS SHOW DECLINE

Permanent injuries for the first three months of 1933 totaled 688 as compared with 756 for the corresponding period in 1932, a decrease of 68, or 9.0 per cent. Reductions were shown for all classes of permanent disability with the exception of leg losses and cases of facial disfigurement. Leg losses numbered 28 during the first quarter of 1933, an increase of five, or 21.7 per cent, as compared with the same period in 1932. Facial disfigurement cases totaled 80 for the first three months of 1933, an increase of 24, or 43.0 per cent. Large reductions were shown in finger and phalange losses. Finger losses for three months of 1933 were 43, or 15.2 per cent, less than for the corresponding period in 1932, and part-finger, or phalange, losses were 15, or 9.1 per cent, less.

ADVISORY COUNCILS

(Continued from Page 3)

ALTOONA

H. King MacFarlane, Chairman, Mgr. Altoona Chamber of Commerce,
J. George Anspach, General Mgr., William F. Gable Co.,
Charles N. Cohn, Independent Oil Co. Inc.,
W. F. Copt, General Builders' Supply Co.,
Phil Klevan, Klevan Brothers,
Ralph H. Norton, Secy. Brotherhood of Locomotive Firemen and Enginemen,
James B. Phelan, Sup't., Middle Division, P. R. R. Co.,
Mrs. Isaiah Scheeline,
Charles Steiner, Mgr. Schwartzbach Huber Co.,
J. B. Taylor, Altoona Mirror,
John F. Weller, Secretary, Central Labor Union.

ERIE

James Burke, Pres., Burke Electric Co.,
Charles E. Emmert, President, Central Labor Union,
John M. Lynch, Department of Public Safety,
James Marshall, Commander, Rogers Israel Post No. 11, American Legion,
Harry A. Nye, Supervisor of Personnel, General Elec. Co.,
Earl C. Snell, Secretary, Griswold Mfg. Co.,
Mrs. J. D. Sterrett.

HARRISBURG

L. F. Clark, Chairman, Pres. Central Labor Union,
Warren E. Boudman, Chief of Employment, Bethlehem Steel Co.,
William S. Johnson, Business Extension Secretary, Harrisburg Chamber of Commerce,
Wm. S. Rhodes, Business Agent, Bricklayers Union,
Percy E. Tillson, Service Officer, American Legion,
Francis G. Wilson, Dean of Boys, Wm. Penn High School.

LANCASTER

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Albert Albright, Typographical Union,
Bruce A. Boggs, Treasurer, Mac-It Parts Co.,
Miss Helen Doty, Executive Secy., Community Service Assoc.,
Milton G. Evans, Lancaster Central Labor Union,
Miss Ada M. Forry,
H. Lloyd Hess, Treasurer, Lancaster Malleable Castings Co.,
H. M. Hoover, Employment Mgr., Armstrong Cork Co.,
George E. McLaughlin, Director of Vocational Education,
L. B. Droun, Chairman, Vice Pres. Penna. Power Co.,
Miss Della A. Glenn,
Charles L. Hughes, Carnegie Steel Co.,
C. M. Propst,
Robert Wallace,
W. W. Walls.

PITTSBURGH

William E. Quinby, Chairman, Pres. Pittsburgh Personnel Assoc.,
John D. Beatty, Secretary, Pittsburgh Personnel Assoc.,
C. S. Coler, Mgr., Educational Department, Westinghouse Elec. & Mfg. Co.,
Mrs. Mary A. Gardner, Pres., Consumers League,
Miss Mable L. Gillespie,
H. W. Jones,
George T. Ladd, Pres., Union Engineering and Foundry Co.,

Charles H. Lehman, Sup't., McCann & Co.,
Wilbur F. Maxwell, Executive Secy., Welfare Fund,
P. J. McGrath, Financial Secy., Amalgamated Assoc. Street & Electric Ry. Employes of America,
Charles L. Miller, Business Agent, International Union of Operating Engineers,
H. M. Phifer, Mgr., Joseph Horne Co.,
Dr. Francis D. Tyson, Professor of Economics, University of Pittsburgh.

READING

Seibert L. Witman, Chairman, Director, State & Berks Co. Unemployment Relief Board,
Clarence L. Ebbert, Secy., Contractors and Builders Exchange,
Fred W. Goetz, Mgr., Peoples Printing Co.,
Edwin R. Hintz, Acting Secretary, Chamber of Commerce,
Charles T. Miley, Supervisor of Employment, Carpenter Steel Co.,
Miss Ella B. Price, Employment Mgr., Narrow Fabric Co.,
Dr. Frederick Willson, President, Willson Goggles Inc.
The names of the Scranton and Wilkes-Barre Councils will be published in the next issue.

INDUSTRIAL BOARD

The following rules and regulations were approved by the Industrial Board at the meeting held May 10, 1933:

REGULATIONS

1. Regulations for Printing and Allied Industries.
Amendment to Rule 3 (c).

"Hand-fed machinery shall be guarded so as to protect sufficiently persons employed as feeders. *All power driven guillotine paper cutters installed after July 1, 1933 shall be equipped with a two-handed tripping device and a non-repeat device.*"

2. Regulations for Miscellaneous Hazards and Conditions of Employment.

New Rule 13.

"All power driven guillotine paper cutters installed after July 1, 1933 shall be equipped with a two-handed tripping device and a non-repeat device."

The Board also conducted a hearing of an elevator inspector, employed by an insurance company and approved by the Department, who was charged with failure to report deficiencies existing on an elevator which he had inspected. The charges preferred were reviewed and the testimony of the inspector considered. Decision was reserved until the next meeting of the Board.

The following devices were also approved:

Company	Device
Pittsburgh and Lake Erie Railroad Company, McKeesport, Pa.	Type 167-A boiler door latch.
The Peelle Company, New York City	Type MO CS-CP door operator for freight elevators.
Hollingsworth Company, Philadelphia, Pa.	Type P-6 emergency lighting unit.
Scialytic Corporation of America, Philadelphia, Pa.	Scialytic flash Number 1 emergency lighting unit.
R. J. Dickey and Sons, Inc., Columbus, Ind.	Number 1-A cast bronze straight-pull belt terminal.
Ackman, Inc., New York City.	Terminal fitting Number 15 and window cleaners' anchor Numbers 12, 14, 16 and 2-D.

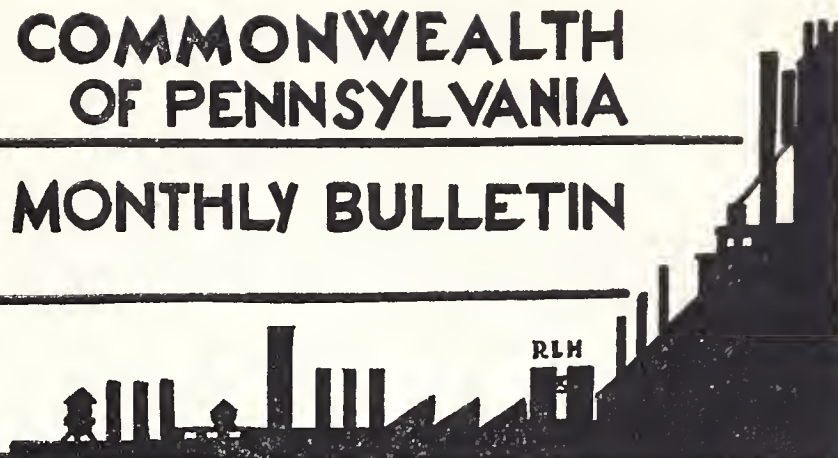
LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



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HARRISBURG, PA.

June, 1933

MEDIATION IS STOPPED

By Stephen Raushenbush, former director Industrial Relations

The Bureau of Industrial Relations, in existence since 1925, was closed down by the Legislature in the final hours of its 1933 regular session.

A rider was put into the last draft of the general appropriation bill, on the last night of the Legislature, which went unnoticed by the supporters of the State's mediation work. It provided that none of the sums appropriated to the Department of Labor and Industry should be used for the work being done by the Bureau of Industrial Relations. This clause not only closed down the Bureau, but prevented any other division of the Department from taking over the mediation and wage collection work done in the past by that Bureau.

This action came at a time when there was an increasing call from employers and employees for the State's services in mediating industrial disputes.

The Department's reports show a definite increase in new disputes:

March, 1933	...	19	...	6,812 involved
April, 1933	...	25	...	5,673 involved
May, 1933	...	62	...	21,754 involved
June, 1933	...	103	...	20,200 involved

Doubtless part of the increase in industrial disputes in May and June was due to the sharp increase in the cost of food. Sufficient employees throughout the State were receiving wages sufficiently close to the starvation level so that the drop in their purchasing power resulting from the rise in food prices, cut heavily into their livelihood. A series of "sweat-shop" strikes marked these two months.

The great number of calls for assistance from employers and employees which came to the Department of Labor and Industry in June were referred to the Governor's Office, which transferred mediators Charles Kutz of Altoona and Joseph Washington of Cresson to its staff in order that some attention might still be paid to conflicts involving the employment and welfare of so many thousands of Pennsylvania citizens and taxpayers. These two officials cannot begin to handle all of the disputes in the scattered areas of the State.

(Continued on Page 3)

WORKMEN'S COMPENSATION LEGISLATION IN 1933

By Stephen B. Sweeney, Director Workmen's Compensation

During the recent legislative session a number of bills were introduced which proposed to have a direct or an indirect effect on the Workmen's Compensation Act. Only two of these passed all readings of the House and Senate and were finally signed by the Governor.

The more important one, Senate Bill No. 973, now Act No. 328, attempts to solve the workmen's compensation problems created by the system of "work relief" which has been fostered throughout Pennsylvania by the State Emergency Relief Board. As far as is known the method set up in this bill for compensating "work relief injuries" is unique to Pennsylvania. The last issue of LABOR AND INDUSTRY contained a brief survey of the various ways in which other states are meeting this problem. Mr. Gregory C. Kelly, General Manager of the Compensation Rating and Inspection Bureau of Pennsylvania, is the originator of the idea on which this supplement to the Compensation Law is based.

Before considering the details of the plan, it is important to keep in mind its limited scope. It applies only to those employees engaged in work for any public or charitable body by direction or assignment of the State Emergency Relief Board or its agencies in return for cash or commodities furnished by or through the action of the State Emergency Relief Board as unemployment relief.

It can be seen readily that this does not include employment fostered by local charitable units which do not come under the rules and regulations of the State Emergency Relief Board. One of the most important of these rules is that the County Emergency Relief Board can sponsor only those work relief projects which are under the supervision and control of local political sub-divisions, such as municipalities, townships, school boards, etc. In other words, workers are not included within the operation of this supplement to the Workmen's Compensation Act who, in return for food orders or relief money, work on private projects such as the repair of churches or homes. The person finally determined as the employer on these projects is still responsible for compensation to the full extent of the Workmen's Compensation Act, and must pay the regular insurance premium to his insurance company.

(Continued on Page 2)

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MARK M. WALTER

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June, 1933

All material is released to the press upon receipt

REHABILITATION

By Mark Walter, Director Bureau of Rehabilitation

One of the functions of the Bureau of Rehabilitation is to assist in the occupational adjustment of persons who are partially or totally deaf or deafened. The eligibility of an applicant for service is determined by the standards of the American Federation of Organizations for the Hard of Hearing. This organization classifies a thirty-five per cent hearing loss as a vocational handicap.

There is a difference between the persons whose handicaps date back to infancy and those acquiring the disability later in life. The deaf or deafened in the first group are not a large part of the rehabilitation problem. Their education and the adjustment to their handicap comes largely through special schools. However, those acquiring hearing defects later in life are often a difficult problem. Forty per cent of the deafened adults, it is estimated, must be re-trained for jobs. Before this can be done there is frequently a period of mental adjustment until there is an acceptance of the fact of the disability.

Various factors are involved in the approach of the rehabilitation agent to the problem of the disabled individual. It is necessary that he secure a diagnosis and prognosis from a competent physician, preferably an otologist. This will indicate the type and degree of deafness and whether the condition is an arrested or a progressive one. This information will assist in determining his eligibility for service and govern the counsel given in regard to preparation for or placement in employment. His family, his social background, his economic status, his education, may all be significant factors. Every effort is made to use parts of former training or experience and to conserve remaining hearing power even at the expense of a vocational inclination.

The rehabilitation agent is concerned, also, with occupational conditions as they affect the hearing and the physical condition of the individual. He steers the client with a catarrhal deafness away from damp or odorous places and suggests that noisy places are open to him. On the other hand he advises that those who have a nerve deafness avoid the same noisy places. If the condition is progressive he takes a long-range view and advises against teaching, selling or similar occupations requiring a normal amount of hearing capacity. He discovers opportunities for employment through securing from employers leads as to jobs which persons with auditory defects can perform. He may also consult lists of occupations in which the deaf and deafened are now employed.

He counsels the group as individuals and strives to suit the job objective to the abilities and the disabilities of the handicapped person.

Of 134 partially or totally deaf or deafened persons registered with the Bureau since 1920, a total of 33 have been trained for new jobs or given other types of service.

Accidents at work were responsible for nine of the hard-of-hearing cases, and public accidents for sixteen others. The largest number, 109, was due to disease and congenital causes.

Successful training was given the hard of hearing in beauty culture, bookkeeping, machine operating, bricklaying, dental mechanics, shoe repairing, and welding.

A course in lip reading was provided for a woman who was already proficient in beauty culture. Her training in lip reading enabled her to continue successfully as a beautician.

A former miner who suffered partial deafness as a result of work with an air hammer in the mine was placed with a cleaning and dyeing concern to learn the trade. He was 37 years of age, with a wife and child dependent upon him when he registered with the Bureau of Rehabilitation. He adjusted himself to his new trade in a remarkably short time and is now doing well in a business for himself.

A course in beauty culture was provided for a woman who lost her hearing as a result of shock when her husband was killed in an accident. A teacher by profession, she was left with a seven-year-old son, and was unable to return to a position as a teacher because of her hearing handicap.

At the present time there are 27 hard of hearing registered with the Bureau of Rehabilitation.

COMPENSATION

(Continued from Page 1)

Probably the most unusual feature of the new "Work Relief" Act No. 328 is the elimination of compensation payments during the first twenty-six weeks of disability except in permanent injury and death cases. It is expected that the injured person will continue to receive the regular relief during these first six months of disability. Beginning with the twenty-seventh week, he will receive the compensation provided for in the Workmen's Compensation Act. The twenty-six week elimination period, however, does not apply to payments for medical, surgical, hospital services and supplies, and funeral expenses. These are to be paid to the extent allowed in the Compensation Act.

From the standpoint of compensation administration another unusual feature is the creation of a State Work Relief Compensation Fund. This fund is to have its initial temporary appropriation of \$25,000 augmented by payment of 25 cents per week for each worker used by any "work relief" employer who elects to be relieved of liability by contributing on the above basis. The fund is to be set up in the State Treasury.

It is provided that the 25-cent contribution excludes liability for these employees from policies of insurance covering other types of employment. This very clear limitation of the liability of contributors to the fund will probably result in every "work relief employer" electing to become a party to the fund, even though provision is made for a review by the Insurance Commissioner from time to time of the adequacy of the 25-cent rate and power is given to him to modify it, as circumstances require. "Work relief employers" who consider that the 25-cent charge is too heavy have the other alternative of applying for the privilege of self insurance.

The State Workmen's Insurance Fund is designated as the administrator of this State Work Relief Compensation Fund. Its liability is also limited to the extent

that it "shall not be liable to make any payments under this Act from any moneys except the State Work Relief Compensation Fund."

The usual Pennsylvania method of handling compensable injuries by agreement is eliminated as far as "work relief injuries" are concerned. The State Workmen's Insurance Fund is permitted to make * * * compensation payments to injured "work relief employees" or dependents only upon a final award of a Workmen's Compensation Referee or the Workmen's Compensation Board. The normal delay that might be expected from such a feature will be reduced somewhat by the further provision that these awards may be made without a hearing.

Payments for medical, surgical, hospital services and supplies, and funeral expenses, however, may in the discretion of the State Workmen's Insurance Fund be paid immediately upon certificate of the "work relief" employer when accompanied by a certificate from an agency of the State Emergency Relief Board certifying that the injury was sustained in the course of "work relief" employment. This feature should also eliminate much of the delay in payment which is usually an accepted part "of a hearing compensation system."

The other bill affecting compensation which became law by the Governor's signature was House Bill No. 876, concerning townships of the first class. It merely makes more specific the liability of a township as an employer if it fails to require its contractors to accept the Workmen's Compensation Law and insure their liability if they have not been granted the privilege of self-insurance.

There were a number of Workmen's Compensation Bills which were not reported out of committee. Some of the amendments unsuccessfully attempted were the requirement that compensation be paid for the first week after disability in certain cases, requiring employers to report cases of occupational disease, the inclusion of occupational disease in the Compensation Act, the requirement that the privilege of self-insurance shall be revoked if the self-insurer has failed to meet any obligation imposed upon him under the terms of the Compensation Act, the removal of the time limit of one year for rehearing of petitions upon which the Board has already acted, permitting hospitals and doctors to present claims directly to the Workmen's Compensation Board for payment, allowing petitions to be filed after one year from the date of accident if reasonable cause is shown for failure to file within the time limit of one year, and provision for an exclusive State Fund.

The one bill which was reported out of committee was House Bill No. 1661. This provided for virtual elimination of the five and one-half day method of determining average weekly wage on which compensation is based. Under its provisions a man's compensation would be based upon the actual average weekly wages received during the three months immediately preceding the accident. This bill did not pass third reading in the House.

MEDIATION

(Continued from Page 1)

The increase in the work of the Bureau has been steady for some years. The annual reports show the number of cases from June to June:

1927-1928	90
1928-1929	98
1929-1930	102
1930-1931	139
1931-1932	214
1932-1933	261

"It is not enough to mediate industrial disputes after they have broken out. It is important to prevent them. This can only be done by abolishing the worst causes of friction." This has been the goal of the Bureau.

1. In accordance with this purpose, the director advocated a minimum wage law for women and minors, and the first article in many years on the possibility of securing such legislation appeared in *Labor and Industry* in May, 1932. In 1933 minimum wage laws were passed in New York, New Jersey, New Hampshire, Connecticut, and Utah, and in the lower house in Pennsylvania. The legislation did not come to a vote in the Senate. This recommendation was made at a time when manufacturing wages in Pennsylvania were lower than any other northern industrial state except New Hampshire, and tens of thousands of women and children were employed at a wage below \$5 a week.

2. In the 1932 report of the Bureau the following statement is made:

"Two of the new causes for disturbed industrial relations and for much hardship can probably be remedied by changes in the labor laws, and by a small additional and temporary appropriation.

"The first of these involves the claims of employees for wages due to them and not paid them.

"The need for new legislation lies in the demonstration that in times of depression and in any time when there is a surplus of labor, it is impossible for the employees to obtain justice in the ordinary course of events. In times of depression, and at other times when the employees have no sums available to employ attorneys, their recourse to civil law is effectively closed. More important even than this fact is the one that where there is a surplus of labor the employees admit to being afraid of starting civil suit for money owing them on the ground that they will suffer dismissal if they so do.

"These are not entirely new conditions in the field of industrial relations. They have been accentuated by the depression. They may be expected to continue during such times as technological unemployment continues and until the employees have paid off the debts incurred during the past three years and feel free to spend some of their income on attorneys' fees. It may be a long time before this situation is reached in many industries. Until that situation is reached the employees have, in fact and reality, no equal justice before the law.

"Recognition of the need for supplying some measure of free legal assistance, at the least, to employees, was given some years ago by the establishment of Legal Aid Bureaus. Some attorneys have given much valuable time to needy employees through these channels and deserve all the tribute for public service which can be given to them. However, due to the hardships of the depression, many of these bureaus are no longer able to meet the demands upon them and, I am further informed, there is a real danger that some of them may be disbanded. They functioned mainly in a few of the larger cities. Their disbandment or curtailment will work to accentuate the fact that employees, in the instances described, do not have, in fact and practice, equal access to justice.

"To remedy this un-American situation, the Director herewith recommends, first, that the Department be given by law authority equal to that exercised in California to protect unpaid employees and the employers in competition with those not paying wages. It is hoped that some of the attorneys who have given so much of their time and service to the unprofitable defense of employees' claims

(Continued on Page 8)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE, Director, Bureau of Statistics

INDUSTRIES SHOW EMPLOYMENT GAINS

A recovery from the unseasonably low levels of employment in manufacturing industries for March, occasioned by the bank holiday, together with seasonal employment gains in the quarrying, construction, dyeing and cleaning, and trade industries were the outstanding improvements noted in the employment records for April. The April pick-up of industrial employment was the most general and widespread experienced in the last six months. The extent of the April recovery in these industries, however, was not of sufficient proportions to swing the all industry employment total upward for the month. Employment reductions in the coal mining industries tended to counterbalance the improvement shown for other industries. Reports from more than 4,600 Pennsylvania industrial concerns employing nearly a half-million workers and representing employment in all important classes of manufacturing and non-manufacturing activity show a 0.4 per cent decrease in employment and a 4.8 per cent reduction in payrolls for April as compared with March.

FACTORY EMPLOYMENT INCREASES

Reports from 785 manufacturing plants for April showed a 1.1 per cent employment gain over March and a 5.0 per cent increase in payrolls. Working time as reported by 75 per cent of the firms was expanded about 7 per cent. Twenty-eight of the 51 industries registered employment gains for April. Largest increases were in the metal; textile; stone, clay, and glass; lumber; leather and rubber; and paper and printing industries.

In the metal group, increased payrolls were recorded for 9 of the 12 industries represented, and increased employment for 8 of the 12. Largest gains were shown for the rolling mill, forgings, heating apparatus, and electrical apparatus industries. Large employment and payroll increases were shown for plants manufacturing automobile bodies and parts and for shipyards. Activity in locomotive and car building and in railroad car repairs was reduced sharply in April.

In the textile industries, cotton goods showed the largest advance, employment and payrolls gaining 16 per cent and 26 per cent respectively. Employment and payroll totals for the silk industry also were somewhat higher than in March. Reduced payrolls were shown for hat factories. Payroll figures for the wearing apparel groups, including hosiery and knit goods, men's and women's clothing, and shirts and furnishings, all were higher than in March.

The principal change shown for the food and tobacco group was a reduction of 14 per cent in employment and of 8 per cent in payroll for the cigar and tobacco industry.

The most substantial recovery in manufacturing activity for April was shown in the manufacture of stone, clay, and glass products. Employment for the 62 firms reporting for these industries increased 23.6 per cent for April over March, and payrolls gained 21.8 per cent. The brick, cement, and glass industries all participated in this rise, cement plants leading the way with a 42 per cent employment increase over March.

The index of employment for manufacturing industries for April, 1933, was 55.1 per cent of the 1923-1925 average, or 15.5 per cent lower than a year ago. The index of factory payrolls for April, 1933, at 31.4 per cent of the 1923-1925 average, was 25.8 per cent lower than for April, 1932. Average weekly earnings for the 200,000 workers covered in the manufacturing report were \$14.15 in April and \$13.69 in March, as compared with \$15.93 in April a year ago.

THE FACTS IN BRIEF

Item	Per cent change	
	April, 1933 as compared with March, 1933	April, 1933 as compared with April, 1932
Employment	— 0.4	—15.5 ¹
Payrolls	— 4.8	—25.8 ¹
Average weekly earnings	— 4.4	—14.7
Estimated number unemployed ...	— 2.4	— ²
Volume of building (77 municipalities)	+33.9	—76.5 ³
Industrial accidents reported	—20.3	—24.7
Workmen's Compensation awards and agreements approved	— 9.5	—18.2
Amount of compensation benefits	—10.1	— 7.5

¹ Manufacturing only.

² Comparison for 45 cities.

³ No estimate for April, 1932.

REDUCTION IN COAL MINING

In the non-manufacturing industries, building construction employment increased nearly 7 per cent, according to reports from nearly 1,300 contractors. The number of workers employed by the State and by contractors on road construction also showed substantial increases. Employment in retail stores increased 9 per cent, due to the influence of Easter trade. April employment for 61 quar-

rying companies was 22 per cent larger than in March. The coal mining industries, however, showed further employment declines: both anthracite and bituminous mines reported employment reductions of approximately 5 per cent for April as compared with March. April payrolls in the anthracite industry were 23 per cent less than in March. Other non-manufacturing industries, including the transportation and communication, public utility, wholesale trade, hotel, laundry, and banking, insurance, and real estate groups, showed relatively little change in employment and payroll totals as compared with March figures.

UNEMPLOYMENT DECREASES

The number of unemployed workers in Pennsylvania for April, 1933, is estimated by the Department at 1,346,549, or 36.2 per cent of the total working population. This is a decrease of 32,802, or 2.4 per cent, from the peak of 1,379,351 unemployed persons estimated for March, 1933, and represents the first reduction in the unemployment total since last October.

BUILDING PERMITS GAIN

Building operations in Pennsylvania continued to expand in April. Reports to the Department from building

inspection offices in 77 municipalities of 10,000 population or more show a total of 2,006 permits issued during April for building work costing \$1,612,903 as compared with 1,498 permits issued in March for building work costing \$1,204,276, an increase of \$408,627, or 33.9 per cent. Forty-two of the 77 municipalities reporting showed a greater volume of building for April than for March.

Comparative data for a year ago are available for 45 of the 77 Pennsylvania municipalities reporting for April. Permits were issued in these 45 municipalities during April for building construction to cost \$1,346,442 as compared with building construction costing \$5,721,788 in April, 1932, a decrease of \$4,375,346, or 76.5 per cent.

Building operations in 45 Pennsylvania municipalities for the first four months of 1933 aggregated only 41.5

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Apr. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended April 15, 1933	Index numbers 1923-1925 = 100			week ended		
			April, 1933	Per cent change compared with			April, 1933	March, 1933	April, 1932	April 15, 1933	March 15, 1933	
				March, 1933	April, 1933							
ALL MANUFACTURING INDUSTRIES (51)	785	200,882	55.1	+ 1.1	-15.5	\$2,842,537	31.4	+ 5.0	-25.8	\$14.15	\$13.69	
Metal products: (12)	236	89,940	45.8	+ 2.0	-18.5	1,169,235	23.7	+ 9.7	-24.5	18.00	12.10	
Blast furnaces	12	1,241	34.9	- 1.1	- 6.9	15,747	14.6	+ 4.3	-29.8	12.69	12.00	
Steel works and rolling mills	48	49,794	41.5	+ 2.7	-20.3	617,919	21.7	+ 9.0	-21.9	12.41	11.69	
Iron and steel forgings	9	802	40.9	+ 3.3	- 5.8	13,558	30.7	+16.3	- 4.4	16.91	15.04	
Structural iron work	10	2,601	62.8	- 2.5	-13.5	29,404	25.9	- 3.0	-29.8	11.30	11.34	
Steam & hot water heating app.	14	2,796	75.9	+ 9.7	- 0.1	45,255	42.9	+11.1	-15.9	16.19	16.00	
Stoves and furnaces	4	366	67.2	+ 2.1	+ 8.7	4,715	31.4	+ 5.7	-12.8	12.88	12.51	
Foundries	34	4,049	45.0	+ 1.4	-16.5	42,248	16.3	+ 1.2	-31.8	10.43	10.44	
Machinery and parts	44	5,203	49.4	+ 1.2	-22.7	66,088	21.3	- 2.7	-47.4	12.70	13.21	
Electrical apparatus	22	16,383	58.1	- 1.0	-19.3	244,292	33.2	+20.3	-25.4	14.91	12.32	
Engines and pumps	10	1,423	37.9	+31.1	+ 5.3	22,845	22.6	+50.7	+ 9.7	16.05	13.94	
Hardware and tools	18	3,369	51.8	- 4.1	-15.9	38,555	25.2	- 6.7	-31.3	11.44	11.74	
Brass and bronze products	11	1,913	52.6	+ 2.9	- 4.2	28,609	28.0	+ 0.7	-10.8	14.96	15.25	
Transportation equipment: (5)	33	10,373	27.0	- 9.7	-49.3	153,449	13.1	0.0	-63.1	14.79	13.35	
Automobiles	3	1,328	27.4	- 3.2	-34.1	17,831	9.8	+24.1	-39.5	13.43	10.40	
Automobile bodies and parts	10	2,297	35.2	+27.1	-33.6	39,765	20.3	+67.8	-34.5	17.31	13.17	
Locomotives and cars	12	3,682	13.7	- 8.7	-34.4	41,612	5.3	-10.2	-60.4	11.30	11.32	
Railroad repair shops	5	1,606	30.1	-46.6	-33.5	25,975	17.0	-41.6	-61.5	16.17	14.88	
Shipbuilding	3	1,460	33.4	+14.8	-30.4	28,266	36.8	+13.2	-50.7	19.36	19.64	
Textile products: (11)	157	43,845	74.8	+ 1.5	- 6.4	557,874	46.6	+ 4.3	-15.7	12.72	12.44	
Cotton goods	13	2,740	58.3	+15.9	+ 8.4	41,059	39.1	+25.7	+ 3.7	14.99	13.85	
Woolens and worsteds	13	2,833	48.5	- 2.8	- 8.0	40,748	29.4	- 1.7	-12.8	14.28	14.13	
Silk goods	44	13,392	76.5	+ 3.2	- 1.5	139,829	48.0	+ 1.1	-18.2	10.44	10.67	
Textile dyeing and finishing	12	1,079	57.2	- 5.9	-31.3	19,796	43.0	- 0.9	-37.7	18.35	17.48	
Carpets and rugs	8	1,572	41.9	- 2.6	-20.0	19,823	21.1	+ 5.5	-35.5	12.61	11.84	
Hats	3	2,118	54.1	- 0.9	- 6.7	32,059	33.5	-14.5	+11.3	15.17	17.56	
Hosiery	29	14,505	99.2	- 1.0	- 9.7	210,118	67.2	+ 5.3	-17.1	14.49	13.60	
Knit goods, Other	12	2,117	79.5	+ 4.2	+ 0.4	20,993	44.9	+ 7.4	- 4.7	9.92	9.63	
Men's clothing	9	813	80.8	+ 8.6	+ 1.6	9,171	55.8	+24.6	+ 1.1	11.28	9.82	
Women's clothing	7	1,136	112.0	+ 1.6	- 6.7	9,863	67.1	+ 6.2	-27.7	8.68	8.31	
Shirts and furnishings	7	1,325	104.7	+ 2.0	- 5.5	14,415	65.4	+10.1	-10.2	9.45	8.76	
Foods and tobacco: (5)	89	15,839	80.2	- 6.6	-15.4	246,243	59.2	- 4.1	-24.1	15.55	15.12	
Bread and bakery products	26	3,392	93.9	- 0.9	- 5.1	73,203	73.1	+ 0.3	-14.1	21.58	21.29	
Confectionery	12	3,566	82.5	- 1.2	- 7.3	48,875	57.8	- 7.2	-27.7	13.71	14.62	
Ice cream	11	861	70.0	- 3.0	-15.9	20,752	52.9	- 3.8	-32.0	24.10	24.27	
Meat packing	13	1,845	93.8	- 1.1	+ 0.4	37,149	62.2	- 1.0	-19.3	20.13	20.12	
Cigars and tobacco	27	6,175	68.0	-14.0	-26.6	66,264	45.0	- 8.0	-30.3	10.73	10.01	
Stone, clay and glass products: (3)	62	7,985	46.1	+23.6	- 8.7	92,904	19.0	+21.8	-28.6	11.63	11.79	
Brick, tile and pottery	32	2,424	44.7	+15.2	-18.7	23,056	16.3	+21.6	-39.6	9.51	8.98	
Cement	15	3,135	38.3	+42.4	-12.6	34,584	13.5	+31.1	-38.6	11.03	12.19	
Glass	15	2,426	66.5	+11.2	+11.2	35,264	41.5	+14.3	+ 0.5	14.54	14.07	
Lumber products: (3)	44	2,093	36.4	+ 2.0	-15.5	24,694	19.4	+10.9	-28.9	11.80	10.81	
Lumber and planing mills	16	380	16.4	- 3.0	-43.8	3,975	7.9	- 3.7	-63.8	10.46	10.58	
Furniture	23	1,012	41.4	+ 4.6	- 7.2	13,300	22.5	+24.3	-13.8	13.14	10.92	
Wooden boxes	5	701	55.2	+ 0.7	- 1.1	7,419	30.2	- 1.3	-16.8	10.58	10.78	
Chemical products: (5)	35	10,822	78.1	- 1.4	- 1.5	224,526	59.4	- 1.3	-10.4	20.75	21.06	
Chemicals and drugs	50	1,745	56.4	+ 2.5	- 6.8	31,168	39.2	- 8.2	-23.1	17.86	19.99	
Coke	5	1,583	47.5	-12.4	-23.8	17,452	17.1	-10.5	-44.3	11.02	11.46	
Explosives	5	513	62.4	- 1.3	- 8.6	7,374	37.9	+ 0.3	-31.5	14.37	14.16	
Paints and varnishes	9	955	92.5	- 0.3	+10.4	14,195	58.8	+ 3.7	-11.0	14.86	14.27	
Petroleum refining	6	6,026	121.1	+ 1.0	+ 7.3	154,337	108.2	+ 1.0	+ 2.6	25.61	25.61	
Leather and rubber products: (4)	42	9,313	91.0	+ 1.1	- 0.3	137,203	59.2	+ 0.7	-15.8	14.73	14.82	
Leather tanning	16	4,650	87.7	+ 0.7	- 3.5	73,670	53.8	- 3.1	-20.6	15.84	16.46	
Shoes	16	3,385	111.1	0.0	+ 6.1	40,679	79.7	- 0.6	- 4.0	12.02	12.08	
Leather products, Other	6	489	67.9	+ 0.4	- 6.0	8,835	52.6	- 2.2	-15.0	18.07	18.57	
Rubber tires and goods	4	789	81.0	+10.1	+ 4.7	14,019	58.5	+34.2	-17.4	17.77	14.56	
Paper and printing: (3)	67	10,672	79.4	+ 2.2	- 7.2	236,409	58.9	- 3.4	-23.9	22.15	23.46	
Paper and wood pulp	13	3,254	70.0	+ 2.2	- 5.9	55,310	43.3	+ 1.4	-25.0	17.00	17.13	
Paper boxes and bags	10	678	58.4	- 0.8	-15.9	7,995	45.4	- 3.0	-24.8	11.79	12.08	
Printing and publishing	44	6,740	85.5	+ 2.4	- 6.8	173,104	66.4	- 4.9	-23.3	25.68	27.69	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Apr. 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended April 15, 1933	Index numbers 1923-1925 = 100			week ended	
			April, 1933	Per cent change compared with			April, 1933	Per cent change compared with		April 15, 1933	March 15, 1933
				March, 1933	April, 1932			March, 1933	April, 1932		
Anthracite coal mining ²	141	70,625	50.3	— 5.4	—26.1	\$1,485,492	31.3	—23.4	—48.2	\$21.03	\$25.98
Bituminous coal mining	454	55,131		— 4.9	—11.1	556,208		— 8.4	—34.8	10.09	10.48
Quarrying & Non-metallic mining	61	2,308		+22.1		24,761		+34.5		10.73	9.74
Construction:											
Building	1,279	8,347		+ 7.0	—34.1	153,900		+ 5.7	—49.3	18.44	18.66
Street and Highway:											
State	3	44,028		+26.8							
Municipal	16	397		+ 3.4		4,092		+ 8.2		10.31	9.85
Contractors	38	1,287		+35.5		10,312		+16.6		8.01	9.31
Other construction	76	3,604		— 1.3	+22.2	56,155		—22.6	—28.7	15.58	19.87
Canning and preserving	22	2,247		+ 0.5		31,845		+ 7.5		14.17	13.25
Crude petroleum producing	24	615		0.0		13,576		— 7.7		22.07	23.90
Dyeing and cleaning	19	1,078		+11.7		19,270		+35.5		17.88	14.73
Hotels	175	9,080		— 0.6		110,615		— 3.2		12.18	12.61
Laundries	42	3,050		— 0.7		42,816		+ 0.5		14.04	13.87
Transportation and communication	203	42,668		+ 0.2		986,725		— 2.4		23.13	23.72
Other public utilities	45	20,982		— 0.2		661,680		— 6.6		31.54	33.00
Retail trade	336	25,969		+ 9.2		481,118		+ 6.8		18.53	18.95
Wholesale trade	127	3,372		— 0.6		87,135		— 2.9		25.84	26.44
Banking and brokerage	597	14,471		— 1.2		463,330		— 1.7		32.02	32.19
Insurance and real estate	177	9,304		+ 1.0		296,668		— 0.3		31.81	32.31
Total—non-manufacturing	3,832	274,535		— 1.4		\$5,485,698		— 9.2		19.91	21.69
Total—manufacturing	785	200,882	55.1	+ 1.1	—15.5	\$2,842,537	31.4	+ 5.0	—25.8	14.11	13.69
GRAND TOTAL	4,617	475,417		— 0.4		\$8,328,235		— 4.8		17.52	18.33

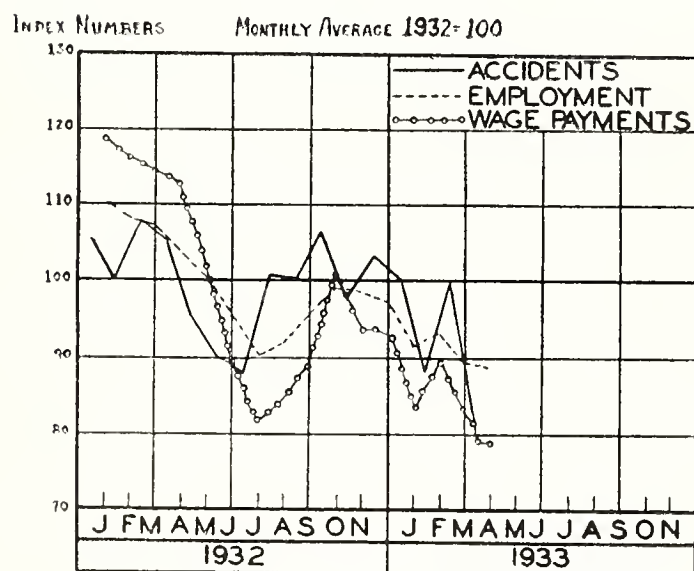
¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, May 1, 1933—Not included in totals.

per cent of the total for the corresponding period of 1932. During the first four months of 1933 permits were issued for the construction, alteration, or repair of 4,940 buildings at an estimated cost of \$4,753,415 as compared with 6,209 permits for work costing \$11,460,026 issued during the same period of 1932, a reduction of \$6,706,611, or 58.5 per cent.

TREND OF ACCIDENTS, EMPLOYMENT, & WAGE PAYMENTS IN PENNSYLVANIA INDUSTRIES.



INDUSTRIAL ACCIDENTS DECLINE

Accidents in the industries of Pennsylvania for April, 1933, were lowest for any month in the last seventeen years for which records are available. Eighty-one fatal and 5,534 non-fatal accidents were reported during April, establishing new low totals for both fatal and non-fatal accidents. As compared with March, fatal accidents in

April were 15, or 15.6 per cent, less and non-fatal accidents 1,416, or 20.4 per cent, under the March figures. The trend of accidents in relation to industrial employment and wage payments in 1932 and to date in 1933 is shown in the accompanying chart.

LIVES THAT MIGHT BE SAVED

While deaths from accident in industry for April showed a 16 per cent decrease as compared with March, the reading of the records of individual cases leads to the belief that the reduction in fatal accidents could have been much greater had unsafe practices been avoided. The April records of industrial deaths were conspicuous for the number of cases in which apparent disregard of ordinary safety precautions resulted in deaths of a most tragic nature. A review of the cause of death in a number of these cases seems to indicate clearly that the accidents were due to the disregard or omission of ordinary safe practices.

In one instance the worker involved, who evidently had the safety of others in mind, disregarded the need for safe action on his own part. A truck driver wishing to warn children from the rear of his truck, instead of stopping his truck to do so, turned the wheel over to an assistant, and while climbing to the rear of the truck was jolted off and run over. Clearly, proper consideration for his own safety and that of the children indicated that he should have stopped the truck and warned the children.

In two instances, on state road construction work, workers were killed by stones thrown by blasts. However expert a blaster may be, he cannot foretell the distance a stone will be thrown by a blast. Wherever blasting is done, it is imperative that proper precautions be taken for the safety of all in the vicinity.

Another road worker sawing down a tree was crushed under the tree when it fell.

A truck driver and his helper had the misfortune to disable their truck in the early hours of a cold morning. Regardless of how cold it might have been, there was no justification for their attempting to sleep in the cab of the truck with a blanket over the hood and the motor running as an aid to their warmth. Both were found asphyxiated from carbon-monoxide gas.

An elevator repairman working in the hatchway of an elevator shaft was struck on the head by the bottom of the cage being lowered by his helper.

Two window cleaners were killed in falls during April: one from a third-floor window when the rope of his safety belt broke, and the other from a fourth-floor window, the report not stating whether a safety belt was worn. A safety belt rope should never break. A worker using a safety belt places his life in the hands of the manufacturer or inspector of such equipment.

A hoist operator in a coal mine, when the hoist would not move, left his controller at first point and started to work the drum by hand. A loose strand of wire on the rope caught in his glove and pulled his arm between the drum and rope.

Another miner had taken a car into his work-place but failed to close the switch of the main track. The next trip of cars caught him between his car and the face of the working.

Two workers were carried to horrible deaths in crushing rolls; one while unloading coal from a car, and another a shaker attendant in a mine breaker.

While the reports of the causes of these accidents usually give only a few brief details, the information given is sufficient to indicate gross disregard of the rules for safe work by both the supervisory and labor forces.

ACCIDENTS SHOW 12 PER CENT REDUCTION

Accidents in industry for the first four months of 1933 show a 12.4 per cent reduction as compared with

the total for the corresponding period in 1932. The accident figures for the three main divisions of industry for four months of 1933 as compared with totals for the first four months of 1932 are shown in the following table:

ACCIDENTS REPORTED TO THE DEPARTMENT OF LABOR AND INDUSTRY

Industry	Four months 1933		Four months 1932		Per cent decrease in 1933	
	Fatal	Non fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	167	16,363	185	18,011	- 9.7	- 9.2
Coal mining	162	8,272	170	10,037	- 4.7	-17.6
Transportation and public utilities	32	1,007	35	1,258	- 8.6	-18.4
Total	361	25,642	390	29,306	- 7.4	-12.5

AMOUNT OF COMPENSATION DECREASES

Agreements were approved and awards made in 4,128 cases during April obligating the payment of compensation benefits in the sum of \$758,811. This is 435 fewer cases and \$143,473 less in benefits than represented by the agreements and awards for March. The reductions were due to fewer fatal and permanent disability cases.

During the first four months of 1933, agreements were approved or awards made in 17,692 cases involving compensation payments in the amount of \$3,457,361, as compared with agreements or awards in 19,523 cases for compensation payments aggregating \$3,954,031 during the first four months in 1932, a 9.4 per cent decrease in cases and a 12.6 per cent reduction in the amount of compensation benefits. The amount of compensation per case for the first four months of 1933 averaged \$195 as compared with an average of \$203 for the cases compensated during the first four months of 1932.

INDUSTRIAL ACCIDENTS REPORTED DURING APRIL, 1933, BY GENERAL CAUSE AND INDUSTRY

CAUSE	Total of all industries		Construction and Contracting		Manufacturing		Anthracite Coal Mining		Bituminous Coal Mining		Quarrying and Mining other than Coal Mining		Transportation		Public Utilities		Hotels and Restaurants		Trade		State and Municipal		Miscellaneous	
	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.	F.	N.F.
TOTAL OF ALL CAUSES	81	5,534	6	404	15	1,613	19	965	18	740	25	8	174	1	57	104	3	539	11	541	1	272		
Working machinery and processes	2	394	16	1	285	1	16	22	1	1	4	18	4	27	1	2	1	1	1	1	1	1	1	1
Boilers and pressure apparatus	1	4	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Pumps and prime movers	15	7	7	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Transmission apparatus	18	3	3	11	5	1	5	5	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Elevators and hoists	2	20	2	1	4	5	1	5	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Cranes and derricks	59	18	29	5	5	2	1	2	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Cars and engines	11	341	3	1	13	1	113	7	164	5	2	44	2	2	4	2	54	1	82	1	49	2	2	2
Motor vehicles	8	342	22	3	92	1	6	5	2	3	24	2	2	2	2	2	2	2	2	2	2	2	2	2
Other vehicles	1	37	22	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Hand trucks	2	58	7	2	30	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Water and air craft	4	1,344	1	104	1	420	220	147	8	31	15	27	1	153	1	127	1	102	20	2	2	2	2	2
Handling objects—by hand	1	481	24	1	126	87	1	76	1	6	5	11	1	50	1	75	1	20	2	2	2	2	2	2
Hand tools	1	33	3	9	6	1	10	10	1	2	5	4	1	1	2	5	2	6	1	5	14	14	14	14
Electricity	9	88	9	2	18	3	33	1	7	1	1	3	1	3	1	8	1	35	14	14	14	14	14	14
Explosive substances	1	152	17	1	82	6	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Hot and corrosive substances	20	640	35	74	12	242	7	198	3	8	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Falling objects	14	935	4	96	2	260	1	106	49	6	2	37	1	20	27	1	139	3	105	90	2	2	2	2
Falls of persons	1	316	38	1	91	58	23	2	4	5	8	49	24	3	57	16	2	2	2	2	2	2	2	2
Stepping upon or striking against objects	4	257	12	51	47	25	6	1	9	1	24	3	57	16	2	2	2	2	2	2	2	2	2	2
Miscellaneous	4	257	12	51	47	25	6	1	9	1	24	3	57	16	2	2	2	2	2	2	2	2	2	2

* F. = Fatal, N. F. = Non-fatal.

MEDIATION

(Continued from Page 3)

may be employed by the Commonwealth for work on cases under the proposed authority until the situation has been remedied.

"To effect this recommendation, bills similar to the laws in effect in California should be presented to the General Assembly.

"The California procedure is very different from the one now existing in Pennsylvania, where the only effective recourse unpaid employes have is to enter civil suit. In most cases brought to this Department they do not have sufficient money to do this. They are therefore left helpless. In California enough authority to collect wages is given to the Labor Commissioner so that he can, without expensive court action, protect these people."

This bill was passed by the House of Representatives on the last day of the 1933 session, and was not voted on by the Senate.

3. The third major problem involved the practice of certain coal companies of failing to pay miners for all the coal mined. The 1932 report of the Bureau stated:

"The problem of securing for the employes in certain bituminous coal mines the payment of wages due to them for work actually performed is not a simple one. This Bureau has ready for the examination of the General Assembly statements by employes of several coal companies as to the practice of regular underpayment. In securing this information from the employes the State mediators were forced to promise that the names of the miners giving the information would not be divulged. The employes stated that if the names were divulged they would certainly be dismissed. It is trusted that the General Assembly will respect these promises.

"At the regular session of the General Assembly in 1931, a bill was introduced (H. R. 1665) and referred to the Committee on Mines and Mining, which attempted to protect the miners being defrauded of proper payment for their work. Corporations violating the provisions of the proposed act were to be guilty of a misdemeanor and subject to fines of from \$2,000 to \$5,000 for each offense.

"The main provisions of the proposed act were:

1. The declaration of policy concerning supervision and control of operators paying their miners according to weight of coal actually mined and for the elimination of weight abuses. 2. The Department of Labor and Industry is given as a duty the inspection and verification of scales and weights at coal mines, as well as the correction of variance between such weights and the amount actually mined, and the auditing or examination of the books covering weights. 3. The agents of the Department of Labor and Industry are given access to the grounds, records and books of the coal corporation in so far as they cover weight and transportation of coal. 4. The Department is instructed to direct the person, copartnership, association or corporation operating any mine where practices are found which prevent coal miners from receiving compensation for the correct weight of coal actually mined, to eliminate such practices. 5. It is declared unlawful for any mining company employe to falsify scales after their inspection, to make any incomplete record of weight or in any other way attempt to avoid a full disclosure or recording of the correct weight, to create any condition whatsoever to prevent miners from receiving compensation for correct weight of coal actually mined by them. It is also declared unlawful for a coal

operator to refuse free access to the agents of the Department to the grounds or records. 6. The powers and duties of sealer are deemed supplemental to the duties of any sealer of weights and measures of any political subdivision of the Commonwealth. 7. Any operator or person violating the provisions of preceding sections is considered guilty of a misdemeanor and is to be punished with a fine of not less than \$2,000 or more than \$5,000. Each day in which an operator refuses to remove any condition ordered eliminated by the Department of Labor and Industry constitutes a separate offense, and for each offense the operator is guilty of a misdemeanor."

The elimination of the mediation services came shortly before the National Industrial Recovery Act was passed by Congress. This act provides that because of the national emergency, industries may group together, may fix minimum wages, maximum hours and maximum plant operation time. They must put no obstacle in the way of free organization of employes in unions.

It is expected that this act will produce revolutionary changes in industrial relations. Pennsylvania, which has been, because of one-sided industrial relations, one of the lowest of the industrial states in weekly earnings may expect to achieve a higher rank.

The setting of minimum rates in various industries does not mean that all wage disputes will be ended. Only minimum rates—not maximum rates—will be set. Skilled craftsmen will certainly seek to retain or secure their past differentials over the unskilled workers. The increasing cost of living will, to some extent, offset the minimum rates fixed unless they are constantly varied to conform to changing price levels.

The staff of the Bureau of Industrial Relations has been scattered. Mediators Peter Bollenbacher of Pittsburgh and Patrick A. Ramsey of Wilkes-Barre have resigned to take other positions. Mediators Kutz and Washington have been transferred to the Governor's Office. Mediator Charles Ghizzoni of Homer City has been transferred to the Bureau of Inspection. Former Director Stephen Raushenbush of Harrisburg has been attached to the State Committee on Child Labor and Sweatshops. Mrs. Agnes R. Scarlett has been transferred to the Harrisburg Employment Office, and Miss Rose Peifer, clerk, has been transferred to the Comptroller's Office.

The Bureau was directed from June 1, 1925 to February 2, 1931 by David Williams of Allentown; from February 23, 1931 to February 1, 1932 by Ambrose Langan of Pittston; from 1932 to 1933 by Stephen Raushenbush.

LABOR CONTROVERSIES, PENNSYLVANIA—1933

(Beginning)

January	15
February	8
March	19
April	25
May	62
June	103
July (to 20th)	146

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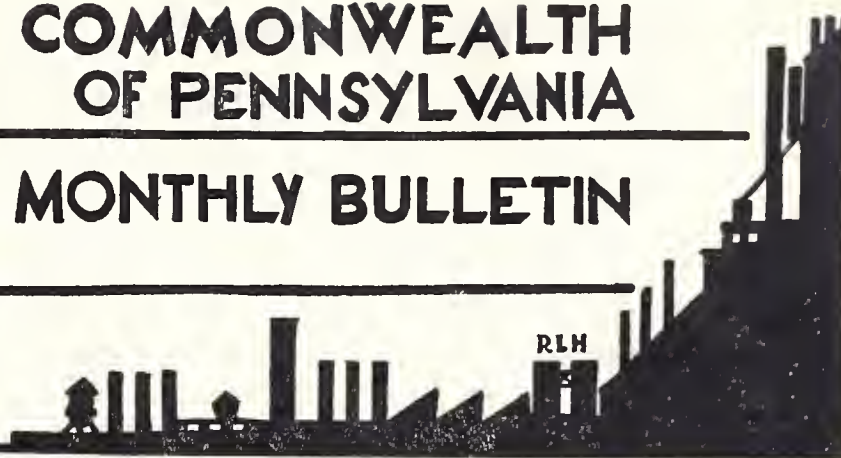
LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



Vol. XX, No. 7

HARRISBURG, PA.

July, 1933

CHILD LABOR CLAUSE PROPOSED FOR COAL CODE

Statement submitted by Charlotte E. Carr, Secretary of Labor and Industry at NRA Hearing on the Bituminous Coal Code, August 9, 1933 at Washington, D. C. The material was prepared by the Bureau of Women and Children, Beatrice McConnell, Director.

The Department of Labor and Industry of the Commonwealth of Pennsylvania, vitally interested in the welfare of its young workers and in the quickest possible recovery of normal production in the coal mining industry of the Commonwealth, believes strongly that the best interests both of the workers and of the industry will be served by the inclusion of the following child labor provisions in the National Code for the Bituminous Coal Industry:

Prohibition inside the mines of the employment of any child under 18 years of age; prohibition outside the mines of the employment of any child under 18 years of age on occupations adjudged to be hazardous; prohibition outside the mines of any child under 16 years of age.

- I. The child labor standard in the proposed code for the Bituminous Coal Industry is lower than the standards now in effect for a great part of the coal industry in the United States.¹

A. *Work outside the mines*

1. The proposed coal code makes no provision for a minimum age for employment at work outside coal mines, although all of the 29 states producing bituminous coal have set a minimum age of 14 or higher for work outside the mines.
2. Of the 29 coal states, 17² have established a minimum age of 16 years or higher for work outside coal mines.
 - a. These 17 states produce 54.3 per cent of all the bituminous coal produced in the United States.³
 - b. These 17 states employ 57.9 per cent of all wage earners in the industry.³

B. *Work inside the mines*

1. The proposed code sets the minimum age for employment inside coal mines at 16 years. Six⁴ states already have in effect a higher minimum age for such employment.
 - a. These six states produce 27.7 per cent of the bituminous coal produced in the United States.³
 - b. These six states employ 27.6 per cent of all wage earners in the industry.³

- II. The standard for the regulation of the employment of boys in the proposed code for the Bituminous Coal Industry is much lower than the standards now in effect in Pennsylvania. In view of the fact that 49 per cent of the minors under 16 in the coal industry of the United States are employed in Pennsylvania⁵ the lowering of the Pennsylvania standard takes on a national significance. The Pennsylvania Statutes have prohibited the employment of boys under 16 years of age *inside* coal mines since 1911, or for more than 20 years.⁶ Because of the extreme hazards of the industry, the Industrial Board of the Department of Labor and Industry has gone a step further and since 1932 has prohibited 21 types of work, 12 inside the mine and 9 outside the mine, to boys under 18 years of age.

- A. Pennsylvania's child labor standards for the coal industry were arrived at after a careful study of the hazards of the industry.

1. The *accident rate* of the coal mining industry is higher than in any other industry in the United States.
 - a. The National Safety Council states that there are three times as many accidents reported for the coal mining industry as for all industries in the United States.⁷

¹ "State Child Labor Standards, 1930," Children's Bureau, U. S. Department of Labor.

² States in which the minimum age of employment both in and about mines is 16 years of age or over: Alabama, Arizona, Colorado, Georgia, Iowa, Kansas, Kentucky, Maryland, Missouri, Montana, New Mexico, North Carolina, North Dakota, Ohio, Pennsylvania, Wyoming, Utah.

³ "Employment and Production in Bituminous Coal Mines," U. S. Census, Mines and Quarries, 1929.

⁴ Arizona (18 years), New Jersey (18 years), New Mexico (18 years), Pennsylvania (minimum 16 years, certain occupations 18 years), Texas (17 years), Wisconsin (18 years).

⁵ U. S. Census of Occupations, 1930.

⁶ "History of Child Labor Legislation in Pennsylvania," Special Bulletin No. 27, Pennsylvania Department of Labor and Industry, 1928.

⁷ "Industrial Accident Statistics," National Safety Council, 1930 Edition, pp. 6 and 47.

MONTHLY BULLETIN

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MARK M. WALTER

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All material is released to the press upon receipt

b. The study of hazards to boys in the coal mining industry made by the Pennsylvania Bureau of Women and Children shows that the accident rate for boys under 18 years of age in the bituminous coal industry in Pennsylvania in 1930 was higher than for all workers in the industry.⁸

(1) Nineteen per cent of the boys under 18 employed in the industry were injured during the year, compared to 15 per cent of all workers in the industry.

2. The *severity rate* of accidents in the coal mining industry is higher than in any other industry in the United States.

a. The National Safety Council reports that the severity rate for accidents in the mining industry as a whole is four and one-half times as high as for all other industries.⁷

b. The Bureau of Women and Children's study shows the severity rate of accidents for boys under 18 years of age in Pennsylvania bituminous coal mines to be higher than for all workers in the industry.⁸

(1) In 1930 approximately 23 per cent of the accidents reported for boys under 18 in the bituminous coal industry resulted in a severe injury; that is a fatality, a permanent disability, or lost time of one month or more.

(2) The proportion of accidents resulting in severe injuries was nearly as great for work *outside* the mine as for work *inside*.

(a) Of all accidents reported for boys under 18 years of age in 1930, 20 per cent on outside work compared to 23 per cent on inside work resulted in severe injuries.

(A chart showing the types of work, and number and severity of accidents for minors under 18 years of age in the coal mining industry in Pennsylvania in 1930 may be found in Labor and Industry, August, 1932.)

III. The proportion of boys under 18 years in the coal industry has decreased materially since 1930, due largely to the more stringent regulation of employment for both inside and outside work and the amendment to the Workmen's Compensation Law which provides for double compensation for illegally employed minors.

A. Accidents reported for boys under 18 years of age in the bituminous coal industry in 1932 decreased 90 per cent from the number reported in 1930; for all workers in the bituminous industry the decrease in 1932 from 1930 was 44 per cent.⁹

B. The Pennsylvania Department of Mines estimates that a smaller proportion of boys under 18 years of age is employed in the mining industry of Pennsylvania at the present time than at any time since 1915, (the year the Workmen's Compensation Act went into effect.)

IV. The elimination of boys under 18 years of age would not seriously hamper the coal industry in its production, and the substituting of boys for adult labor when a surplus of adult labor exists is an anti-social policy which will not contribute to industrial recovery.

A. That the coal industry is not utilizing the available supply of adult labor is indicated by production and employment figures.

1. In 1932 net ton production in the bituminous industry in Pennsylvania had decreased 40 per cent from 1930 and 43 per cent from 1928.¹⁰

2. The average number of employees in 1932 was 20 per cent less than in 1930, and 23 per cent less than in 1928.¹⁰

3. The total man-days worked in 1932 was 40 per cent less than in 1930, and 47 per cent less than in 1928.¹⁰

4. The 1930 United States Census of Unemployment reports nearly 25 per cent of the coal miners of Pennsylvania as out of work.¹¹ The figures for unemployment as estimated by the Pennsylvania Department of Labor and Industry show in July 1932, 36 per cent of the wage earners in the bituminous coal industry to be unemployed and in June 1933, 42 per cent unemployed.¹²

SUMMARY

The National Industrial Recovery Administration in its universal code has prohibited the employment of children under 16 years of age in manufacturing and mechanical industries. It is only reasonable, therefore, in view of the greater accident hazard of the coal industry, to raise the minimum age of employment in the coal industry to 18 years, except for such operations outside the mines as are not adjudged as hazardous.

1. The extreme hazard of the coal mining industry, a risk which is greater for boys under 18 than for adults, makes essential the limitation of employment of all boys under 18 inside the mine and boys on certain hazardous operations outside the mine if the safety and welfare of these young workers is to be adequately guarded.

2. Pennsylvania already prohibits 21 occupations, 12 inside the mine and 9 outside, to minors under 18 years of age. To set a lower standard in the National Code than already exists in this state would mean increased difficulty in the enforcement of these existing standards and would lower the present standards of the industry in so far as boy

(Concluded on Page 7)

⁹ "Accident Statistics," Department of Labor and Industry.

¹⁰ Annual reports of Department of Mines of Pennsylvania.

¹¹ Unemployment, Vol. 1, U. S. Census 1930, pp. 58 and 841.

¹² "Estimated Unemployment in Bituminous Coal Mines in Pennsylvania," Pennsylvania Department of Labor and Industry.

⁸ "Reducing the Hazards of Employment for Boys in the Coal Mining Industry," Labor and Industry, August, 1932.

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE, Director

BUREAU OF STATISTICS

EMPLOYMENT INCREASE CONTINUES

Reports of industrial employment for May for the second consecutive month showed employment gains for virtually all major industries. Manufacturing, construction, quarrying, public utility, and service industries, all reported substantially increased employment totals. The employment gains in these industries, however, as in April, were again offset to a large degree by employment reductions in the coal mining, transportation and communication, and retail trade industries. The decreases in employment for May in these latter industries, particularly in anthracite coal mining, were large enough to overbalance the gains in the other industries reporting. Reports from 4,603 firms representative of employment in all major industries of the State showed a net employment decrease of 0.8 per cent for May as compared with April. Wage payments gained 0.8 per cent.

LARGE INCREASE IN MANUFACTURING

By far the most impressive employment recovery for May was shown for manufacturing industries. Reports from nearly 800 manufacturing firms engaged in 51 branches of manufacturing activity showed a 5.4 per cent increase in employment and a 13.0 per cent increase in payrolls for May over April. These gains for May in addition to those recorded in April represent increases of 6.6 per cent in employment and 18.7 per cent in payrolls from the low points reached in March. This expansion of manufacturing activity during the last two months is the largest for any corresponding period in the last ten years. Furthermore, the increase is opposite to the usual trend for this season. Manufacturing employment on an average for the last ten years declined nearly four per cent from March to May.

Increased employment and payroll totals were shown for each of the nine principal manufacturing groups with largest gains recorded for the metal, transportation equipment, textile, food, and stone, clay, and glass industries. Employment gains were shown for 39 of the 51 industries represented in the manufacturing report, and increased payrolls for 47 of the 51 industries. Average weekly earnings of manufacturing workers increased from \$14.15 a week in April to \$15.20 a week in May, a 7.4 per cent gain. Working time as reported by 571 plants advanced 15.7 per cent in May over April, the increases in some instances amounting to as much as 70 per cent. Industries that reported expanded working time of 20 per cent or more in May included steel works and rolling mills; automobile bodies and parts, railroad repair shops; the cotton, silk, knit goods' industries;

cigars and tobacco; cement, lumber, and paints; and rubber tires and goods. That the increase in average weekly earnings of factory workers is attributable to increased working hours rather than to increased wage rates is inferred from the fact that the average hourly earnings of manufacturing workers in May were slightly less than in April, averaging 43.8 cents an hour in May as compared with 44.5 cents in April.

The index of manufacturing employment for May, 1933, at 58.1 per cent of the 1923-1925 average was 6 per cent less than a year ago, and the index of wage payments at 35.6 per cent of the 1923-1925 average was 6.6 per cent lower than the index for May, 1932.

DECLINE IN COAL MINING

The employment gains in manufacturing industries were in contrast to the reduced employment totals reported for the coal mining, transportation and communication, and retail trade industries. Reports from 140 anthracite mining operators for May showed 12,600 fewer workers employed than in April, a 16.4 per cent decrease.

Payrolls in anthracite mining for May were down 19.7 per cent as compared with April. Employment in the anthracite industry for May reached the lowest level in the last ten years, strike periods excepted. Employment in Pennsylvania bituminous mines decreased 2.0 per cent in May, but payrolls were 2.9 per cent higher. In the transportation and communication industries, employment for May declined 3.6 per cent and in retail trade 1.7 per cent. The largest reduction for the transportation and communication group was in telephone and telegraph companies.

Construction operations moved ahead in May with employment for 1,575 firms showing a 17.7 per cent increase over April. Employment in building construction operations gained 12.8 per cent. Other non-manufacturing industries that reported increased employment totals for May as compared with April were quarrying, 16.2 per cent; canning and preserving, 4.3 per cent; hotels, 2.9 per cent; laundries, 1.2 per cent; dyeing and cleaning establishments, 2.9 per cent; public utilities, 1.3 per cent; and wholesale trade, 0.7 per cent.

UNEMPLOYMENT DECREASES

The estimate of unemployment by the Department for May, 1933, shows a reduction in the number of unemployed persons for the second consecutive month. The Department estimates the number of totally unemployed persons in Pennsylvania for May, at 1,314,835, or 35.3

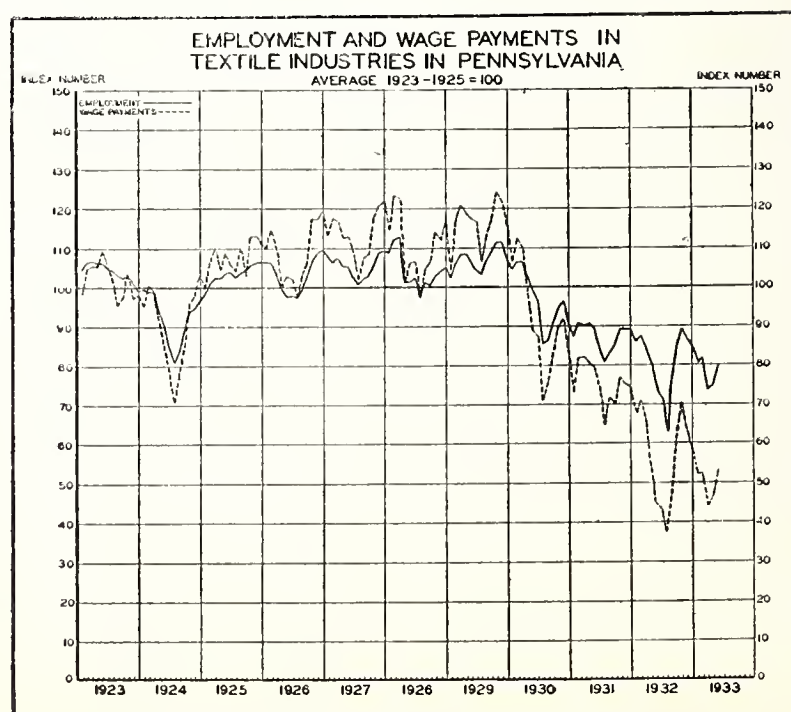
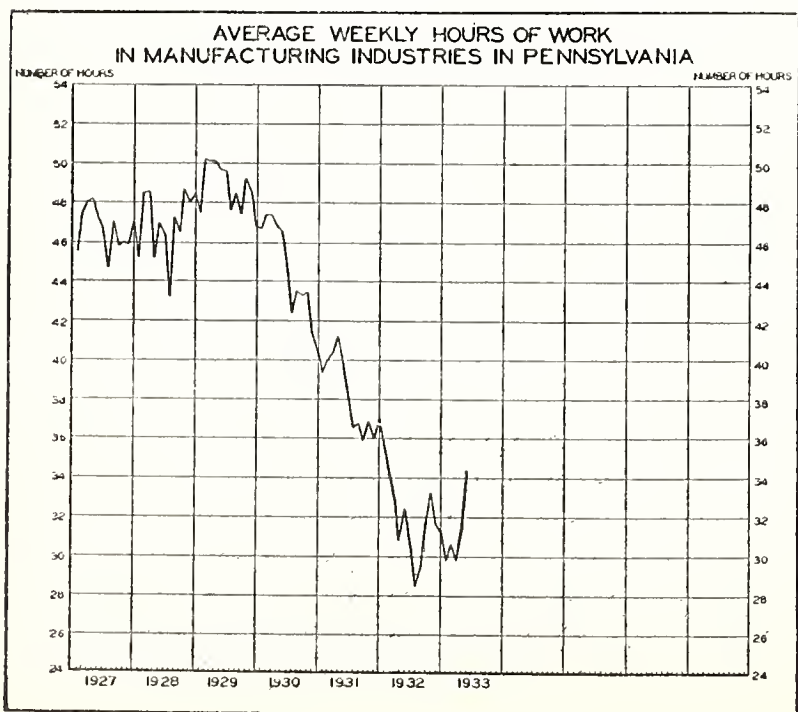
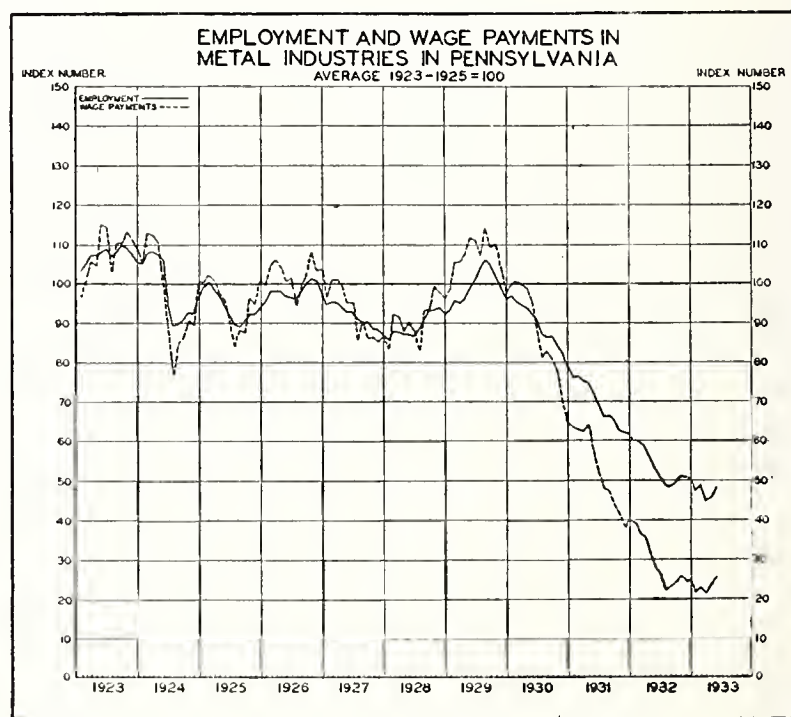
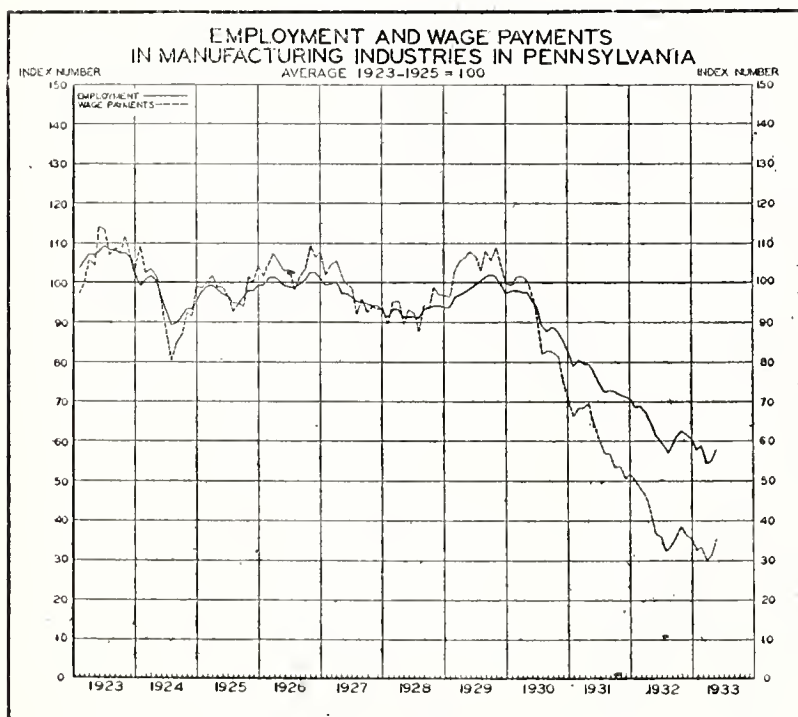
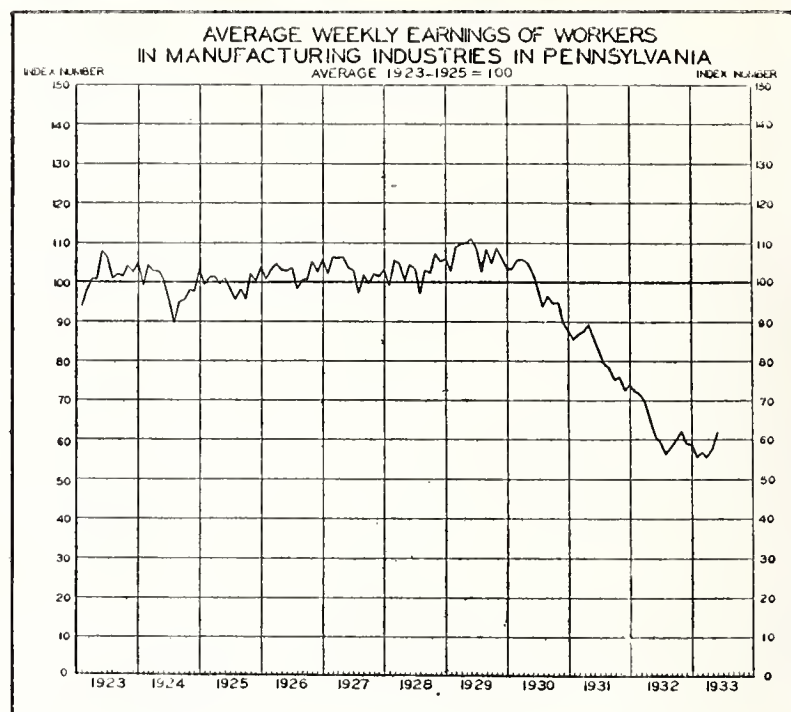
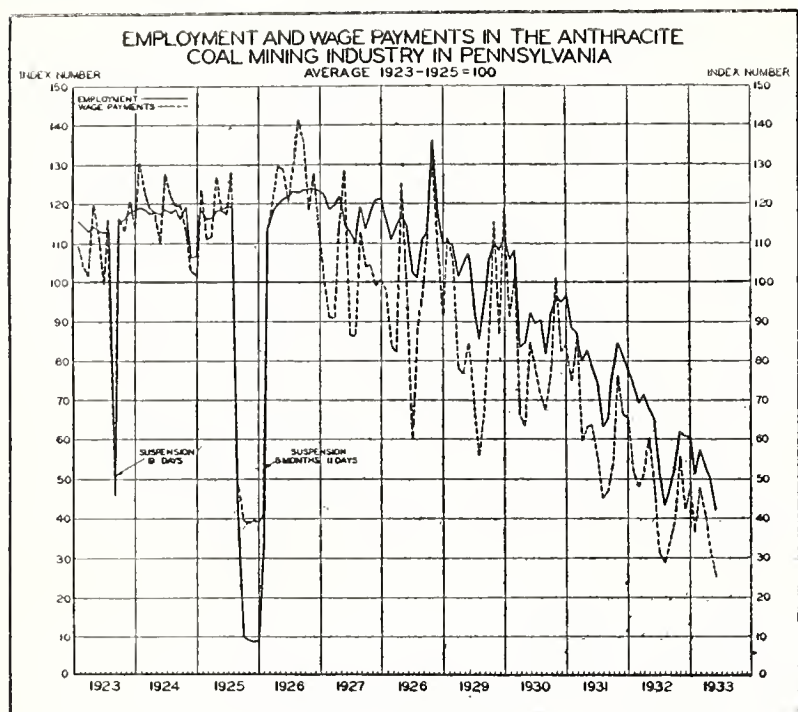
THE FACTS IN BRIEF

Item	Per cent change	
	May, 1933, as compared with April, 1933	May, 1933, as compared with May, 1932
Employment	— 0.8	— 6.0 ¹
Payrolls	+ 0.8	— 6.6 ¹
Average weekly earnings	+ 1.7	—14.9
Estimated number unemployed	— 2.4	+16.6 ²
Volume of building (77 municipalities)	+42.3	—52.5 ³
Industrial accidents reported	+ 4.4	—13.5
Workmen's compensation awards and agreements approved	—20.0	—36.5
Amount of compensation benefits ..	+ 1.8	—24.9

¹Manufacturing only.

²Totals for 1933 are not strictly comparable with those for 1932 because of a slight change in the basis for estimating.

³Comparison for 47 cities.



per cent, of the total working population. This is a decrease of 31,714, or 2.4 per cent, as compared with the total for April, and a decrease of 64,516, or 4.7 per cent, as compared with the peak unemployment figure reached in March, 1933.

BUILDING OPERATIONS GAIN

Reports from building inspection offices in 77 Penn-

sylvania municipalities show a total of 2,492 building permits issued in May for work to cost \$2,289,684 as compared with 2,004 permits in April for work costing \$1,608,703, a gain in May of \$680,981, or 42.3 per cent.

Greatest improvement was shown in permits issued for the construction of new residential buildings and in permits for alterations and repairs. Permits were issued in May for new residential building to cost \$599,582, an

Employment and Earnings in Manufacturing Industries in Pennsylvania¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended May 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended May 15, 1933	Index numbers 1923-1925 = 100			week ended			
			May, 1933	Per cent change compared with			May, 1933	Per cent change compared with		May 15, 1933	April 15, 1933		
				April, 1933	May, 1932			April, 1933	May, 1932				
ALL MANUFACTURING INDUSTRIES (51) -----	777	211,423	58.1	+ 5.4	- 6.0	\$3,213,897	35.6	+13.0	- 6.6	\$15.20	\$14.15		
Metal products: (12) -----	232	93,842	48.1	+ 4.6	- 9.6	1,321,440	26.8	+13.1	- 3.9	14.08	13.00		
Blast furnaces -----	12	1,274	35.9	+ 2.9	- 1.4	17,707	16.5	+13.0	- 5.7	13.90	12.69		
Steel works and rolling mills -----	48	52,963	44.1	+ 6.3	- 7.5	723,783	25.4	+17.1	+ 7.6	13.67	12.41		
Iron and steel forgings -----	8	728	55.3	- 3.5	+13.1	12,768	36.2	- 1.1	+28.8	17.54	16.91		
Structural iron work -----	10	2,690	64.9	+ 3.3	-13.5	29,768	26.2	+ 1.2	-29.0	11.07	11.30		
Steam & hot water heating app. -----	14	2,790	75.7	- 0.3	+ 4.0	53,119	50.3	+17.2	+10.1	19.04	16.19		
Stoves and furnaces -----	4	357	65.6	- 2.4	- 2.7	5,178	34.4	+ 9.6	-18.5	14.50	12.88		
Foundries -----	33	4,177	47.3	+ 5.1	- 9.0	47,130	18.5	+13.5	-13.6	11.28	10.43		
Machinery and parts -----	43	5,238	50.3	+ 1.4	-15.3	76,654	24.9	+15.8	-25.0	14.63	12.70		
Electrical apparatus -----	22	17,245	61.1	+ 5.2	-16.2	264,590	35.9	+ 8.1	-15.9	15.34	14.91		
Engines and pumps -----	10	1,122	29.9	-21.1	-15.8	16,038	15.9	-29.6	-13.6	14.29	16.05		
Hardware and tools -----	17	3,323	52.4	+ 1.2	-12.8	42,306	28.4	+12.7	-13.9	12.73	11.44		
Brass and bronze products -----	11	1,935	53.1	+ 1.0	- 3.3	32,399	31.7	+13.2	+ 3.6	16.74	14.96		
Transportation equipment: (5) -----	33	11,218	29.3	+ 9.3	-42.9	181,753	15.6	+18.2	-53.0	16.20	14.79		
Automobiles -----	3	1,342	27.7	+ 1.1	- 6.7	18,957	10.5	+ 7.1	- 7.9	14.13	13.43		
Automobile bodies and parts -----	10	2,965	45.5	+29.3	-14.3	63,235	32.3	+59.1	+ 3.5	21.33	17.31		
Locomotives and cars -----	12	3,659	13.7	+ 1.5	-36.9	43,875	5.6	+ 5.7	-59.1	11.99	11.30		
Railroad repair shops -----	5	1,839	34.6	+15.0	-44.0	27,728	18.2	+ 7.1	-55.0	15.08	16.17		
Shipbuilding -----	3	1,413	32.3	- 3.3	-36.0	27,958	36.4	- 1.1	-51.9	19.79	19.36		
Textile products: (11) -----	155	46,367	79.6	+ 6.4	+ 8.2	634,265	53.2	+14.2	+18.0	13.68	12.72		
Cotton goods -----	13	2,803	59.6	+ 2.2	+31.3	46,950	44.7	+14.3	+54.1	16.75	14.99		
Woolens and worsteds -----	13	3,473	59.1	+21.9	+24.2	54,024	39.0	+32.7	+44.4	15.66	14.28		
Silk goods -----	42	14,622	84.7	+10.7	+23.6	167,451	58.0	+20.8	+18.9	11.45	10.44		
Textile dyeing and finishing -----	12	1,096	58.1	+ 1.6	-29.3	20,620	44.9	+ 4.4	-27.6	18.81	18.35		
Carpets and rugs -----	8	1,674	44.6	+ 6.4	-18.6	22,486	23.9	+13.3	-32.5	13.43	12.61		
Hats -----	3	2,118	54.2	+ 0.2	- 6.6	34,441	35.9	+ 7.2	+18.1	16.26	15.17		
Hosiery -----	29	14,695	100.4	+ 1.2	- 0.3	224,184	71.7	+ 6.7	+24.9	15.26	14.49		
Knit goods, other -----	12	2,403	90.2	+13.5	+10.9	30,359	64.2	+43.0	+21.6	12.51	9.92		
Men's clothing -----	9	814	80.9	+ 0.1	+10.2	9,966	60.7	+ 8.8	+24.4	12.24	11.28		
Women's clothing -----	7	1,148	113.1	+ 1.0	- 7.7	11,620	79.0	+17.7	-19.4	10.12	8.68		
Shirts and furnishings -----	7	1,521	104.4	- 0.3	+ 4.2	12,464	56.6	-13.5	+ 2.9	8.19	9.45		
Foods and tobacco: (5) -----	88	17,868	90.7	+13.1	- 1.0	292,243	70.3	+18.8	- 7.0	16.36	15.55		
Bread and bakery products -----	26	3,420	94.7	+ 0.9	- 4.2	74,955	74.9	+ 2.5	-11.8	21.92	21.58		
Confectionery -----	12	3,572	82.6	+ 0.1	- 1.0	54,921	64.9	+12.3	- 5.1	15.38	13.71		
Ice cream -----	11	915	74.5	+ 6.4	-19.9	22,996	58.6	+10.8	-28.0	25.13	24.10		
Meat packing -----	13	1,823	92.7	- 1.2	- 0.1	38,332	64.1	+ 3.1	-16.2	21.03	20.13		
Cigars and tobacco -----	26	8,138	89.9	+32.2	+ 2.6	101,039	68.9	+53.1	+ 8.2	12.42	10.73		
Stone, clay and glass products: (3) -----	60	8,619	50.7	+ 8.6	+12.2	121,086	25.2	+30.6	+11.5	14.05	11.63		
Brick, tile and pottery -----	30	2,417	47.8	+ 2.6	- 7.5	28,547	21.8	+24.6	+ 1.9	11.81	9.51		
Cement -----	15	3,667	44.8	+17.0	+24.1	51,228	19.8	+46.7	+ 7.6	13.97	11.03		
Glass -----	15	2,535	69.4	+ 4.4	+23.0	41,311	48.7	+17.3	+27.2	16.30	14.54		
Lumber products: (3) -----	44	2,159	37.5	+ 3.0	-10.1	28,238	22.1	+13.9	-16.3	13.08	11.80		
Lumber and planing mills -----	16	422	18.2	+11.0	-42.0	5,346	10.6	+34.2	-55.1	12.67	10.46		
Furniture -----	23	1,057	43.0	+ 4.6	+ 9.7	114,357	24.4	+ 8.4	+ 7.5	13.58	13.14		
Wooden boxes -----	5	680	53.5	- 3.1	- 7.0	8,535	34.7	+14.9	- 5.2	12.55	10.58		
Chemical products: (5) -----	56	10,938	78.9	+ 1.0	+ 1.4	234,692	62.0	+ 4.4	- 3.9	21.46	20.75		
Chemicals and drugs -----	30	1,697	54.9	- 2.7	- 6.9	31,816	39.9	+ 1.8	-16.2	18.75	17.86		
Coke -----	5	1,476	44.2	- 6.9	-27.7	19,169	18.8	+ 9.9	-27.7	12.99	11.02		
Explosives -----	5	511	62.1	- 0.5	- 7.9	7,929	40.7	+ 7.4	-22.5	15.52	14.37		
Paints and varnishes -----	10	1,048	100.8	+ 9.0	+17.2	18,477	76.2	+29.6	+ 4.0	17.63	14.86		
Petroleum refining -----	6	6,206	124.8	+ 3.1	+13.2	157,301	110.3	+ 1.9	+ 5.2	25.35	25.61		
Leather and rubber products: (4) -----	42	9,589	93.7	+ 3.0	+ 5.2	157,724	67.9	+14.7	+ 6.3	16.45	14.73		
Leather tanning -----	16	4,880	92.0	+ 4.9	+ 3.1	85,130	62.2	+15.6	- 3.1	17.44	15.84		
Shoes -----	16	3,373	110.6	- 0.5	+ 9.2	39,781	77.9	- 2.3	+16.8	11.79	12.02		
Leather products, other -----	6	511	71.0	+ 4.6	+ 7.6	10,162	60.4	+14.8	+25.1	19.89	18.07		
Rubber tires and goods -----	4	825	84.7	+ 4.6	+ 6.9	22,651	94.5	+61.5	+23.5	27.46	17.77		
Paper and printing: (3) -----	67	10,823	80.5	+ 1.4	- 5.0	242,456	60.4	+ 2.5	-15.4	22.40	22.15		
Paper and wood pulp -----	13	3,383	72.9	+ 4.1	- 2.5	60,585	47.5	+ 9.7	-14.6	17.91	17.00		
Paper boxes and bags -----	10	694	59.7	+ 2.2	- 5.4	9,127	51.8	+14.1	-14.9	13.15	11.79		
Printing and publishing -----	44	6,746	85.6	+ 0.1	- 6.1	172,744	66.2	- 0.3	-16.3	25.61	25.66		

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

Employment and Earnings in Non-Manufacturing Industries in Pennsylvania¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended May 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended May 15, 1933	Index numbers 1923-1925 = 100			week ended	
			May, 1933	Per cent change compared with			May, 1933	Per cent change compared with		May 15, 1933	April 15, 1933
				April, 1933	May, 1932			April, 1933	May, 1932		
Anthracite coal mining ² -----	140	59,031	42.0	-16.4	-35.5	\$1,192,146	25.2	-19.7	-48.1	\$20.20	\$21.03
Bituminous coal mining -----	442	54,314		- 2.0		577,739		+ 2.9		10.64	10.13
Quarrying & non-metallic mining -----	103	3,226		+16.2		36,820		+19.6		11.41	11.09
Construction:											
Building -----	1,247	9,023		+12.8	-30.3	157,833		+ 8.9	-48.5	17.49	18.12
Street and Highway:											
State -----	3	40,170		- 8.8							
Municipal -----	17	645		+51.8		4,380		+ 3.1		6.79	9.99
Contractors -----	39	2,323		+55.1		20,405		+79.5		8.78	7.59
Other construction -----	72	2,981		+ 6.6	- 1.5	55,446		+ 2.8	-35.3	18.60	19.28
Canning and preserving -----	22	2,407		+ 4.3		34,378		+ 6.7		14.28	13.97
Crude petroleum producing -----	21	581		- 2.2		13,772		+ 4.6		23.70	22.16
Dyeing and cleaning -----	23	1,088		+ 2.9		18,447		+ 0.3		16.95	17.39
Hotels -----	178	9,365		+ 2.9		112,165		+ 1.3		11.98	12.17
Laundries -----	38	2,576		+ 1.2		35,914		+ 2.2		13.94	13.81
Transportation and communication -----	213	40,300		- 3.6		961,655		- 5.1		23.86	24.23
Other public utilities -----	27	20,173		+ 1.3		635,839		+ 0.1		31.52	31.88
Retail trade -----	339	25,582		- 1.7		476,792		- 1.4		18.64	18.58
Wholesale trade -----	129	3,558		+ 0.7		94,551		+ 1.8		26.57	26.27
Banking and brokerage -----	603	12,979		+ 0.6		390,663		- 1.2		30.10	30.64
Insurance and real estate -----	173	8,993		- 0.5		285,855		+ 0.4		31.79	31.50
Total-non-manufacturing -----	3,826	299,315		- 4.8		\$5,104,800		- 5.6		17.05	17.19
Total-manufacturing -----	777	211,423	58.1	+ 5.4	- 6.0	3,213,897	35.6	+13.0	- 6.6	15.20	14.15
GRAND TOTAL -----	4,603	510,738		- 0.8		8,318,697		+ 0.8		16.29	16.02

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, June 1, 1933—Not included in totals.

increase of \$179,107, or 42.6 per cent, as compared with April. Alteration and repair permits for work to cost \$1,382,901 were issued in May as compared with permits issued in April for similar building work costing \$484,566, a gain of \$898,335, or 185.4 per cent. Non-residential construction in the 77 municipalities reporting for May totaled only \$259,569, a decrease of \$395,027, or 60.3 per cent, as compared with April.

The volume of building in 47 Pennsylvania municipalities for which comparative data are available totaled \$7,004,858 for the first five months of 1933 as compared with \$16,061,802 for the corresponding period of 1932, a decline in 1933 of \$9,056,944, or 56.4 per cent.

INDUSTRIAL RECOVERY BRINGS INCREASE IN ACCIDENTS

Gains in industrial employment and payrolls for May were reflected in a 4.4 per cent increase in accidents. Reports of 58 fatal and 5,803 non-fatal accidents were received by the Department during May as compared with 81 fatal and 5,534 non-fatal accidents reported in April, a decrease of 28.4 per cent in fatalities, but an increase of 4.9 per cent in non-fatal injuries. In comparison with May, 1932, fatal accidents in May, 1933, were 19.4 per cent less than a year ago and non-fatal injuries show a 13.4 per cent decrease.

The relative increase or decrease in accidents, employment, and payrolls for May, 1933, as compared with April, 1933, by industry groups is given in the following table:

Increase or Decrease in Accidents, Employment, and Wage Payments for May, 1933, as Compared With April, 1933

Industry	Industrial accidents	Employment	Wage payments
	Per cent change	Per cent change	Per cent change
Anthracite coal mining	-20.4	-16.4	-19.7
Bituminous coal mining	-12.0	-2.0	+2.9
Construction and contracting	+24.2	+17.7	+11.0
Manufacturing	+13.4	+5.6	+13.7
Quarrying	+80.0 ¹	+16.2	+19.6
Retail trade	-2.2	-1.7	-1.4
Wholesale trade	+29.9	+0.7	+1.8

¹ Quarry accidents increased from 25 in April to 45 in May.

"BE READY FOR PROSPERITY"

Current syndicated articles in the press are urging employers to be ready for prosperity from the production and sales viewpoints. It is equally important to be ready for prosperity from the accident-prevention standpoint. Employers must realize that increased employment will be accompanied by increased accidents unless effective accident-prevention measures are taken. Attention to safety measures at this period is all the more necessary because many workers are returning to hazardous occupations following many months of idleness. Memory of safety principles and practices has been dulled, and new habits of safety must be formed.

Wages of industrial workers will be stabilized to some extent under the National Industrial Recovery Act. Employers must look to other means of reducing production costs than by wage reductions. Accidents are costly, not only in the direct costs represented by compensation insurance premiums but in many indirect ways such as the costs represented by the time loss of fellow workers and supervisors, machine damage and material spoilage, interrupted production, and other similar costs. Accident prevention is a real economy that should not escape the attention of any employer in his effort to reduce production costs.

VIOLATIONS OF SAFETY CODES

Manufacturing industries reported 16 fatal accidents in May or one more than in April. At least four of these deaths were the result of violations of safety codes or regulations. A stripper on a wool-carding machine, in order to start his machine, pushed the drive belt guard aside and reached through the drive belt to replace the stripper belt. He was caught by the drive belt and hurled to the floor. An engineer in a paper mill while oiling line shafting in motion, in direct violation of the code, was caught on the shafting. A painter in a bridge shop was killed because of the careless handling of a girder by a crane operator. The operator of an opener in the hair

department of a wool firm was cleaning his machine while in operation, in violation of the code, and his hand was caught between the cogs. The worker died of the injury the following day. These were the most striking illustrations of cases in which the violation of a safe practice resulted in very tragic consequences.

FATALITIES IN TRANSPORTATION INCREASE

Comparison of accident totals for the first five months of 1933 with totals for the corresponding period of 1932 shows reductions in both fatal and non-fatal accidents for the general industrial and coal mining groups, but an increase in fatalities and a reduction in non-fatal injuries for the transportation and public utility group. Fatalities in the transportation and public utility industries numbered 42 for the first five months of 1933, or four more than in the corresponding months of 1932. General industry reported 200 deaths for five months of 1933, or 28 less than for the same period in 1932. Coal mining fatalities totaled 175 for five months of 1933, or 21 less than in five months of 1932.

The accident totals for the three main industry groups for the first five months of 1933 as compared with totals for the corresponding period in 1932 are as follows:

Accidents Reported to the Department of Labor and Industry

Industry	Five months 1933		Five months 1932		Per cent increase or decrease, 1933	
	Fatal	Non- fatal	Fatal	Non- fatal	Fatal	Non- fatal
General industrial	200	20,478	228	22,246	-12.3	- 8.0
Coal mining	175	9,709	196	12,221	-10.7	-20.6
Transportation and public utilities	42	1,258	38	1,536	+10.5	-18.1
Total	417	31,445	462	36,003	- 9.7	-12.7

\$772,714 IN COMPENSATION BENEFITS AWARDED IN MAY

A total of 3,302 compensation agreements and awards were approved during May authorizing compensation payments to injured workers, or to the dependents of those killed, to the amount of \$772,714, or 1.8 per cent more than the amount awarded in April. Compensation awards for the first five months of 1933 total \$4,230,075 as compared with \$4,982,279 for the first five months of 1932, a decrease of \$752,204, or 15.1 per cent.

INDUSTRIAL BOARD

The following regulations and interpretations were approved by the Industrial Board at the meeting held June 22, 1933:

REGULATIONS

1. Regulations for Boilers.

Rules covering repairing of boilers by fusion welding.

2. Regulations for Elevators.

Amendment to Rule 258, paragraph (k) (NI), (italicized portion comprises amendment).

"Where chains or cables are used for raising or lowering the cars of power operated sidewalk elevators the sheaves or winding drums shall not be less than 10 inches in diameter. The sheaves or winding drums of hand operated sidewalk elevators shall be at least 10 inches in diameter where cables are used but where chains are used a lesser diameter will be permitted provided the sheaves are pocketed to receive the chains. *Cable sizes*

shall be at least 1/2 inch in diameter except that 3/8 inch diameter is permissible for hand power sidewalk elevators which do not exceed the capacity of 500 lbs. All sheaves or winding drums shall be equipped with substantial retaining flanges."

INTERPRETATIONS

1. Interpretation of Rule 1, paragraph (d) of the Regulations Governing Motion Picture Projectors:

"Where motion picture projectionists have operated in other States where licenses are not required, permission to take the Pennsylvania examination without the necessity for obtaining an apprentice license may be granted by the Department provided that satisfactory evidence is submitted of at least six months previous operating experience."

2. Interpretation of time to be observed in complying with Woman's and Child Labor Laws:

"If daylight saving time is observed at the beginning of the day it must be observed at the end of the day. The time observed in each locality shall be observed in conforming to the law."

The following devices were approved:

Company	Device
Standard American Window Safety Device Company, Chicago, Ill.	Window cleaners belt and belt terminal number 3.
Allentown School District, Allentown, Pa.	Class B fire alarm system
National District Telegraph Company, New York City.	Types 536-A and 536-D fire alarm systems
The Peelle Company, New York City.	Type "RS" elevator locking device

CHILD LABOR

(Continued from Page 2)

workers are concerned, a point not to be ignored when it is realized that the last United States Census reports Pennsylvania as employing nearly one-half of the boys under 18 years of age employed in the coal mining industry.¹³

3. The real purpose of the National Industrial Recovery Act would be defeated, if in a period of general unemployment boy workers were permitted to be substituted for adult workers. Production and employment figures show the bituminous coal industry is not utilizing the available supply of adult labor and the use of boys at this time would mean in reality the substitution of boy labor for adult labor.

4. Accident statistics show coal mining to be much more hazardous than manufacturing and mechanical industries, in fact three times as hazardous as all industries combined. To set the same age limit for the coal mining industry as for the manufacturing and mechanical industries would be setting a lower standard of safety for boys in the coal industry than in the other industries of the nation.

¹³ U. S. Census of Occupations, 1930.

THE NATIONAL RECOVERY ACT AND THE STATE EMPLOYMENT SERVICE

In the discussion of the codes, decreased working hours and increased commodity prices, the fact that the prime purpose of the National Recovery Act is to increase employment is sometimes overlooked. How the operation of the various codes and the phases of the act will affect employment in Pennsylvania and in the various counties of Pennsylvania is a very important problem. The State Employment Service in very close cooperation with the United States Employment Service is working out plans for an analysis of the effects of this act on employment in Pennsylvania as the recovery continues.

There is no state that has such a difficult problem to solve from an employment standpoint as has the State of Pennsylvania. There are the anthracite and the bituminous regions where even now 40 per cent of the employable persons are unemployed. There are mines that have been abandoned and will probably never reopen; railroads that have combined terminals due to increased power allowing longer and faster hauling time. Many communities have lost industrial plants and no new industries have been received.

There is the brighter side of the picture of communities where new industries have located and because they have not operated at capacity since their organization, will find now that they are ready to operate on a full production, that the skilled help is not available in that particular location. This is particularly true where textile plants have located in small semi-agricultural communities of small population.

As the recovery continues, it will soon be apparent that conditions are improving faster in certain sections than in others and it will be very obvious that in certain communities, regardless of the fact that their local industries are operating at capacity, there will be considerable unemployment in that particular community. The reason for this will be that the full effects of labor-saving machinery that has been installed during the last four years will be noted as production increases and certain mills will be able to operate at capacity with a smaller number of men than they used in 1929 when they operated at capacity. There is also the problem of a number of mills that will be abandoned because of obsolete machinery and the consolidation of operations in other units.

The relocation of men from decadent districts to normal communities is one of the important problems of the industrial recovery of Pennsylvania and the State Employment Service has an important part to play in this job.

The State Employment Service at the present time is made up of twelve district offices located in the larger industrial areas of the State. The federal government through a recently organized reemployment service will, on a temporary basis, organize reemployment offices of some kind in most of the other 55 counties where State employment offices do not exist. These two organizations will operate as one service and at the end of a temporary period of five months, which is the time the federal government has set for its existence, those reemployment offices that have been successful and are needed will be turned over to the State Employment Service.

In order that any public employment service may be successful it must be recognized by government, by employer and by the public, which, of course, includes as a main factor the persons seeking employment. The fed-

eral government has taken the lead in giving this service prestige by designating it as the agency to be used in securing labor for all public work projects that are awarded by the federal government. The handling of this work alone will mean the rendering of a real service.

The selection of men for the public work projects is, of course, an important project but more important will be to keep a close study of the trend of unemployment in the various sections of the State.

At a meeting which was recently held in Harrisburg under the direction of Charlotte E. Carr, Secretary of Labor and Industry, and attended by outstanding economists, leaders of relief work and various department heads of the Departments of Welfare, Education, and Labor, it was agreed that if a close study of unemployment was to be made in Pennsylvania and if the effects of the National Recovery Act were to be watched, then a complete registration of the unemployed should be taken and analyzed in certain counties at least.

This registration is considered necessary by the Federal Director of the United States Employment Service, and cooperation of the State Emergency Relief Board is assured to make the registration successful. It has been decided that the visitors of the various county boards in their visitation to those who are receiving relief, will register them for employment on application cards furnished by the federal government. A small clerical force on a work relief basis will be available to classify these application cards according to industrial occupations. The immediate use of these cards will be the selection of men for work on the public works projects but the permanent results will be an analysis of the unemployed as the recovery program continues.

The registration of those receiving relief is the first half of the job as those who have been self-sustaining must be given equal consideration, and the federal government approves of this action as they have stated in their regulations submitted to the State Employment Offices that persons for public works must be selected on the basis of ability.

It is the intention of the State Employment Service that as rapidly as these studies of the counties are completed, they will be available for use.

ACCIDENTS PASS 3,000,000 TOTAL

Joe Slagel, of Etna, Pennsylvania, may not realize it but he is the three millionth industrial accident victim reported to the Department of Labor and Industry since the Workmen's Compensation Act became effective in Pennsylvania in 1916.

The total population of the State is over nine million according to the United States census of 1930. Of this total nearly four million are workers. Some idea of the toll taken by accidents in industry may be gained by assuming that if all of the 3,000,000 accidents had happened within one week instead of over a period of seventeen years approximately three out of every four workers in the State would have suffered an industrial injury.

The record of the three millionth accident shows that fortunately it was a minor one. It is the hope of the Department of Labor and Industry that Joe Slagel's name will not appear in the record of the next 3,000,000 accidents.

LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

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CONDITIONS IN THE NEEDLE TRADES INDUSTRY

*Report of Commission Appointed by the Governor of Pennsylvania
to Investigate Conditions in the Needle Trades Industry
of Lehigh and Northampton Counties*

I. INTRODUCTION

In April of this year the Governor of Pennsylvania appointed a Commission to investigate the Needle Trades Industry in Lehigh and Northampton Counties. This procedure was occasioned because of seething unrest in the territory and the striking charges that needle trades factories were a "sweatshop" industry.

The following people were appointed to comprise the personnel of the Commission:

Rev. Willis D. Mathias, Allentown, Pa., Chairman
Minister, Emmanuel Reformed Church
Mr. Clarence J. Moser, Allentown, Pa.
Secretary, Central Trades and Labor Council
Mr. H. Morley Holton, Catasauqua, Pa.
Plant Manager, Phoenix Manufacturing Co.
Dr. Harry L. Baker, Catasauqua, Pa.
Physician
Mr. A. F. Tidabock, Northampton, Pa.
President, Northampton & Bath R. R. Co.
Dr. Charles A. Haff, Northampton, Pa.
The Haff Hospital
Miss Charlotte E. Carr, Harrisburg, Pa.
Department of Labor and Industry.

Three one-day hearings were held for the receiving of testimony, as follows:

Northampton—April 28th
Allentown—May 4th
Bangor—May 16th

In each case a half day was devoted to hearing the workers' side and another half day to receiving the testimony of the employers. Civic interests were also given opportunity to submit material. In Allentown, a third meeting, an evening session, was conducted in order to receive statements from women and girl workers concerning alleged immoral practices. Mrs. Cornelia Bryce Pinchot and Mrs. George B. Wood, the latter a member of the State Industrial Board, assisted with the evening session in Allentown. Mrs. Wood was also present for the other Allentown hearings. Mr. John Stiles of Bangor

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CONFERENCE ON ACCIDENT PREVENTION IN THE IRON, STEEL, AND GLASS INDUSTRIES

The round table safety conference of some thirty-five executives of the iron, steel, and glass industries which met in Harrisburg on August 4, at the invitation of Charlotte E. Carr, Secretary of Labor and Industry, was heartily approved by those in attendance as a most satisfactory meeting.

A large majority of the entire iron, steel, and glass industries in Pennsylvania was represented at this conference, employers of some two hundred and fifty thousand workers. The representation included presidents, vice-presidents, general managers, personnel directors, and safety directors. Officials of the Bureau of Inspection, including supervising inspectors, were present to contribute their suggestions in the discussion.

The meeting was formally opened by Miss Carr who stated that the purpose of the conference was to find ways of coping with the new-man hazard in industry and the means by which the Department could be made of greater service to industry. Miss Carr emphasized the expediency of close cooperation between the Department and industry in order to meet the safety problems introduced by the sudden rise in employment and industrial activity. Miss Carr pledged the full support of the Department in all efforts to decrease the mounting accident figures and asked for suggestions from industry as to how the Department might help in meeting the problem of accident prevention as applied to men returning to hazardous occupations following long months of idleness.

Each representative present was asked to express his views and outline the methods employed in his particular plant to keep accidents from increasing. This informal discussion brought out numerous suggestions and plans which have been tried and found effective in the glass and steel industries. Among the suggestions made and the topics discussed eight stood out pre-eminently, as follows:

1. The initial step to bring safety to any plant is to organize and maintain an efficient safety department within the plant. This organization to be planned to fit the need of individual plant.

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MONTHLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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CHARLOTTE E. CARRSecretary
STEPHEN RAUSHENBUSHEditor
Advisory Board—WILLIAM J. MAGUIRE, BEATRICE MCCONNELL,
MARK M. WALTER

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All material is released to the press upon receipt

SURVEY OF MINE ASTHMA

A survey of miners' asthma now under way by the United States Public Health Service at the invitation of Governor Pinchot marks the first concrete step in carrying out the recommendations of the Commission on Compensation for Occupational Diseases.

This survey represents the first joint effort of miners and operators to co-operate with a fact-finding agency in determining the extent and importance of chronic incapacitating miners' asthma.

It will affect over one hundred thousand miners in the anthracite regions of this State.

Pennsylvania is the first state to make a complete and scientific study of this subject prior to the introduction of legislation along these lines. The first 1000 copies of the Commission's report have already been exhausted, and 4,000 additional copies are now available.

In expressing his appreciation of the promptness with which the United States Public Health Bureau began work on the project Governor Pinchot said:

"The possible hazard to the miners' health due to breathing dust found in anthracite mines has long been a bone of contention between miners and operators. That both groups have signed an agreement to co-operate with so scientific and impartial a group of authorities as is represented by Dr. R. R. Sayers and his staff of assistants in the United States Public Health Service is a matter of great personal satisfaction to me."

The agreement between miners and operators permits the United States Public Health Service to select the mines and the employees to be examined. It provides that information gained during the survey as to any individual men or groups of men is not to be disclosed to the employees nor to the employers. It also provides that the general results of the survey are to be made public in a report to be published by the United States Public Health Service.

NEEDLE TRADES

(Continued from Page 1)

served as an advisory member on the day of the Bangor hearings.

We wish to take this opportunity to express our appreciation to all those persons who assisted us during the inquiry, and especially to representatives of the Department of Labor and Industry who gave such fine co-operation to the Commission during the period covering the investigation.

Now on this 17th day of July, 1933, we beg leave to submit our report of findings and recommendations as contained herein. It is our hope that we have been fair and just in our procedure and that the problem has been approached with open-mindedness.

II. FINDINGS

A large amount of testimony was given before the Commission and we herewith submit the findings which were included in the material reported to us.

A. Wages

1. That the evidence submitted indicated that the wage rates for many, many workers were so extremely low that it was not possible for them to maintain a decent standard of living, and in some cases not even a subsistence.

2. That there was failure on the part of employers to make payment of wages at least every 15 days as is specified by law. In fact certain companies, namely, Legion Shirt Company, Allentown; Catty Shirt Company, Catasauqua, and others, went out of business leaving wage claims due workers amounting to thousands of dollars, without any legal process available for making collection of same.

B. Working Conditions

1. That in factories of the needle trades industry, girl workers under 16 years of age used pressing irons weighing 5 and 6 pounds during every working hour of a work day. Such employment is injurious to workers of a tender age.

2. That in many instances where women and girls were employed there was not a nurse or matron to whom they could report concerning conditions of employment and any periods of illness.

3. That testimony was given showing negligence on the part of employers to keep gas connections in good repair in the pressing departments of needle trades industry factories. Such conditions involve both health and fire hazards.

4. That there were cases of violation of the Sanitary Code governing sanitary conditions in industry.

5. That there was negligence on the part of factory management in not providing the necessary first-aid materials, rest rooms and cots as required by legal statute.

6. That testimony introduced showed there were instances when women worked more than 10 hours a day and 54 hours per week. Employees stated that they were afraid to report such violations because they feared the loss of their jobs.

C. Child Workers

1. That working papers were returned to school authorities when child strikers under the age of 16 objected to their conditions of employment. This policy was followed in an effort to force the children to return to work.

2. That testimony submitted gave evidence that when children workers returned to school because of lack of employment they played truant and found it difficult to adapt themselves to the routine of study which had become foreign to them.

3. That evidence brought to the Commission showed that children in industry under 16 years of age: (a) worked more than the regulation number of hours per day, (b) were required to work more than specified number of hours per week, and (c) continued at work after the hour as posted on the labor schedule. The posting of such a list as referred to in (c) is required by the Department of Labor and Industry. It was indicated by children workers that they were warned by "bosses" not to give information to inspectors and to tell falsehoods when questioned by investigators of the Department of Labor and Industry, so that violations of the employer would not be discovered.

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STATE ADVISORY COUNCIL FOR EMPLOYMENT SERVICE

By A. W. MOTLEY, *Director Bureau of Employment*

In order to meet the provisions of the Wagner Bill, which establishes a nation-wide coordinated United States Employment Service, a State Advisory Council has recently been appointed in connection with the State Employment Service.

The Wagner Bill, which was passed by the last session of Congress, authorizes the payment of appropriations to the various State employment bureaus for the purpose of improving and expanding the general public employment service.

The personnel of the Advisory Council, appointed by Charlotte E. Carr, Secretary of Labor and Industry, is as follows:

*Charles B. Oakes, Division Manager, Pennsylvania Power and Light Company, Allentown.

*Earl C. Snell, Secretary, Griswold Mfg. Company, Erie.

*H. L. Shaub, Works Manager, Hamilton Watch Company, Lancaster.

*L. B. Round, Vice President, Pennsylvania Power Company, New Castle.

*Morris E. Leeds, President, Leeds and Northrup Company, Philadelphia.

*L. B. Clark, President, Central Labor Union, Harrisburg.

*Seibert L. Witman, Director, Berks County Unemployment Relief Board and Member of Organized Labor, Reading.

John A. Phillips, President, Pennsylvania Federation of Labor, Harrisburg.

P. J. Dagnall, Pittsburgh Steam Shovel Operators, Pittsburgh.

*H. King MacFarlane, Manager, Altoona Chamber of Commerce, Altoona.

*William E. Quinby, President, Pittsburgh Personnel Association, Pittsburgh.

*Eli T. Connor, Mining Engineer, Scranton.

*John A. Hourigan, Publisher, Evening News, Wilkes-Barre.

Mrs. Mary Denman, Latrobe Trust Company Building, Latrobe, Pa.

*Chairman of the Advisory Council to the local state employment office.

This newly appointed Council, will have supervisory authority over the present State Employment Service, and will recommend changes necessary to comply with the standards of the Federal Government. Another duty of the group will be to determine the effects of the National Recovery Act on employment in the State of Pennsylvania. It is very probable that improvement in some parts of the State will be more rapid than in others, and such a condition of necessity will eventually involve the problem of migration and retraining of workers for new jobs.

INDUSTRIAL BOARD

The following regulations were approved by the Industrial Board at the meeting held July 12, 1933:

Revision of Regulations for Protection from Fire and Panic—Fees for Approval of Plans.

To comply with the intent of the provisions of Act 221, approved May 24, 1933, the following amendments to the

Regulations for Protection from Fire and Panic were made necessary in order to include a schedule of fees:

1. "Section 3 in Classes I, II, III, IV and V Buildings, Fireproofing, Storage and Handling of Photographic and X-Ray Nitrocellulose Films amended to read as follows:

Section 3. Submission of Plans

Detailed architectural plans for all new construction; all remodeling; and for all existing buildings requiring additional means of egress, shall be submitted to the Department in triplicate for approval before beginning building operations, as required under Section 8 of the Act, approved April 27, 1927 (P. L. 465) No. 299 as amended 1929.

Such plans shall show interior floor plans for all floors, all outside elevations, and location plans of proposed buildings showing the width of all streets or alleys abutting and distances from adjacent or adjoining buildings. Specifications shall also be furnished when requested.

To comply with the intent of Section 1 of Act 299 of 1927 as amended by Act 221, approved May 24, 1933, the following fees shall be charged for approval of plans.

Theatres and Motion Pictures Theatres—Capacity less than 500	\$10.00
Theatres and Motion Picture Theatres—Capacity 500 or over	15.00
All other Buildings—First two stories or less ..	5.00
For each additional story above the second story or above theatre	2.00
Fire escapes or additional means of egress for existing buildings	1.00
Emergency Lighting System (In addition to fee for building plans)	2.00
Fire Alarm System (In addition to fee for building plans)	2.00
Sprinkler Systems (In addition to fee for building plans)	2.00
Seating plans (when not part of the building plan) ..	2.00
Miscellaneous Separate Plans	2.00
Special structures, not included in the above—Maximum	20.00
<i>In no case shall the total fee exceed twenty five dollars</i>	<i>25.00</i>

Payment shall be made by check or money order at the time of submission of plans and shall be made payable to the COMMONWEALTH OF PENNSYLVANIA.

Fees for Examination and License of Motion Picture Projectionists.

Section 7 of the Act approved April 27, 1927, number 299 as amended by Act 220 approved May 24, 1933 provides that the following fees be charged for examination and license of projectionists and apprentice projectionists:

For examination as a projectionist	\$2.00
For certificate to project motion pictures (Class A and B Licenses)	5.00
For certificate to project motion pictures (Classes C and D Licenses)	2.00
For certificate as an apprentice projectionist	3.00
Renewal for one year (Classes A and B Licenses) ..	5.00
Renewal for one year (Classes C and D Licenses) ..	2.00
Renewal for one year—Apprentice projectionist ..	1.00

Payment shall be by check or money order payable to the COMMONWEALTH OF PENNSYLVANIA. Payment shall be made at the time of application for examination on application for license.

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE, Director, Bureau of Statistics

GAINS IN INDUSTRIAL EMPLOYMENT CONTINUE

A general increase of industrial employment and payrolls was shown for June. Reports from 5,300 firms employing nearly a half million workers showed a 2.8 per cent increase in employment and a 9.4 per cent gain in payrolls for June as compared with May. This was the first general increase in industrial employment and payrolls since February. Increased employment was shown for each of the fifteen major industries covered by the report except anthracite coal mining and transportation and communication. Largest gains were reported for the manufacturing, quarrying, construction, food canning, petroleum producing, and laundry industries.

MANUFACTURING EMPLOYMENT HIGHER THAN IN 1932

Manufacturing employment and payrolls in June for the first time in three years reached totals higher than for the corresponding month in the preceding year. Employment for the 776 manufacturing firms reporting increased 6.7 per cent as compared with May. The increases were general throughout all manufacturing groups, with largest gains reported for the metal, transportation equipment, chemical, textile, and building material industries. Employment increases were shown for 41 of the 51 industries represented in the manufacturing report. The volume of manufacturing employment for June, 1933, was the highest since last October.

Payrolls of manufacturing concerns also continued to climb upward in June and registered a 14.9 per cent gain over May. Increased payrolls were general throughout all industry groups, the metal and transportation equipment groups leading with gains over May of 23.9 per cent and 21.2 per cent respectively.

The gains in factory payrolls for June were the result of increased working hours in nearly all industries. Working time as reported from 571 manufacturing plants in June increased 17.1 per cent over May. Manufacturing workers averaged 37.6 hours of work a week in June as compared with 34.4 hours a week in May.

Earnings of factory workers in June averaged \$16.41 a week as compared with \$15.20 in May, an 8.0 per cent gain. Comparatively few wage rate increases were reported. Wage increases were reported by only 15 of the 776 manufacturing firms represented in the June report. Only 1.7 per cent of the total number of workers covered by the report were affected by the wage increases. However, it must be remembered that the June figures are based on payrolls covering in most instances the pay-period for the first half of June. As the majority of the wage

increases have been announced in the press during July, the small number of wage increases reported by employers for June is not surprising. The July reports probably will show a much larger volume of wage increases.

The index of manufacturing employment in Pennsylvania for June stood at 62.0 per cent of the 1923-1925 average and was 3.2 per cent higher than for June, 1932. The index of payrolls in manufacturing plants for June was 40.9 of the 1923-1925 average and 13.6 per cent higher than a year ago.

GAINS IN NON-MANUFACTURING

Stimulated by the increased activity in manufacturing industries, employment and payrolls in the major non-manufacturing industries also showed considerable improvement in June. Increased employment totals were shown for all non-manufacturing groups except anthracite coal mining and transportation and communication. In the anthracite industries, employment for June was 8.5 per cent less than in May, but wage payments increased 14.2 per cent. The increased payrolls, notwithstanding fewer workers employed, was due to increased working time. Total hours of work in the anthracite industry for June increased 12.2 per cent over May. The employment index for the anthracite industry in June was 38.4 per cent of the 1923-1925 average, or 25.4 per cent lower than for the corresponding month last year. The index of wage

payment was 28.8 per cent of the 1923-1925 average, or 8.3 per cent less than a year ago.

In the bituminous industry, employment in June advanced 2.1 per cent over May according to reports from 450 mines. Payrolls showed a 16.1 per cent gain. Employment in bituminous mining in Pennsylvania for June was approximately 7 per cent lower than a year ago but payrolls were about 2 per cent larger.

Quarrying operations also advanced in June. Reports from 149 operators show a 10.9 per cent gain in employment and a 33.4 per cent increase in payrolls for June over May.

CONSTRUCTION INCREASES

A further increase of 10.6 per cent in employment and 12.7 per cent in payrolls was shown in reports from more than 1,300 building and construction firms for June. The advances in construction employment during the last few months have brought the employment index for this industry to within 2 per cent of its level at this time last year. Construction payrolls, however, due to decreased wage rates and reduced working time were 29 per cent

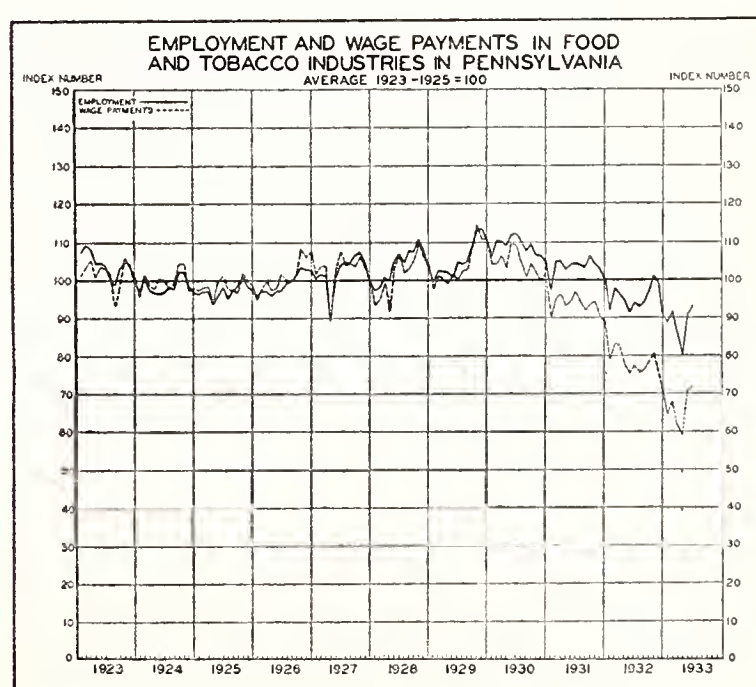
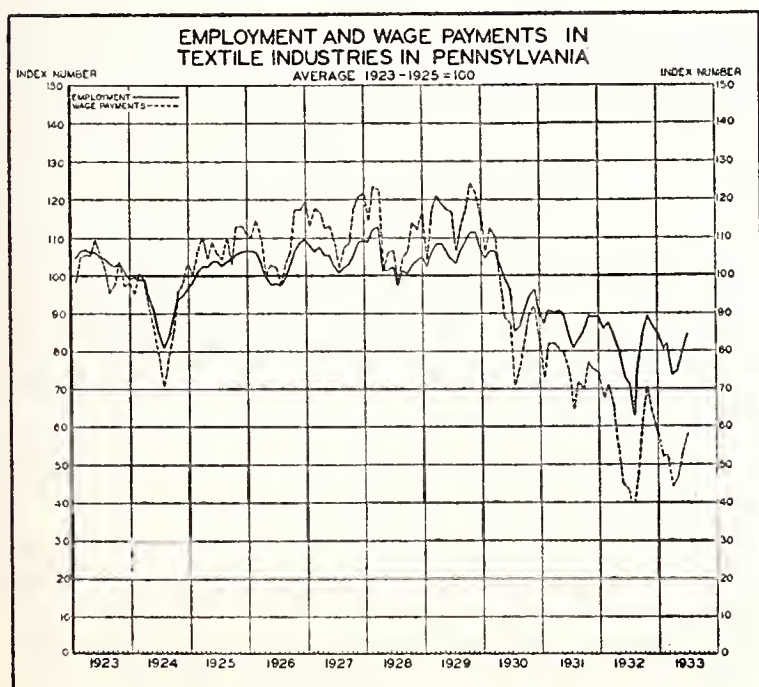
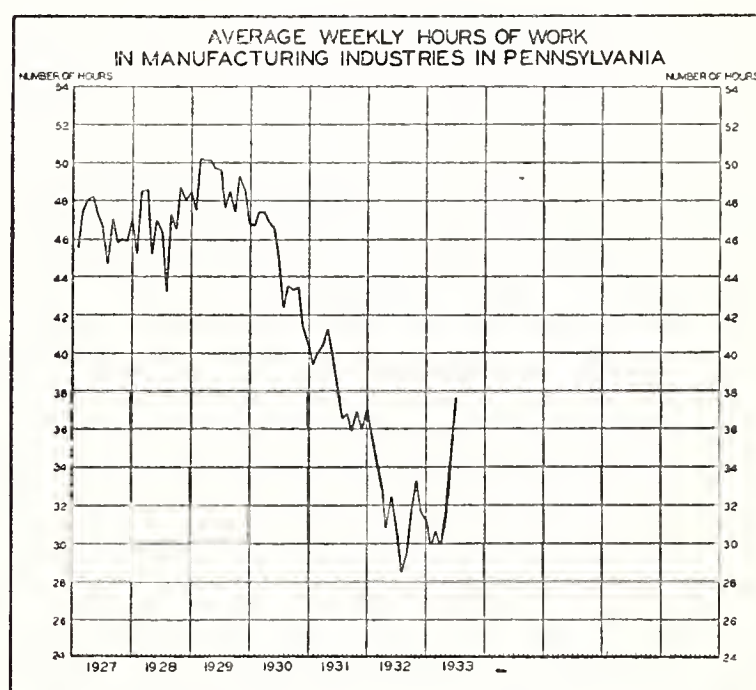
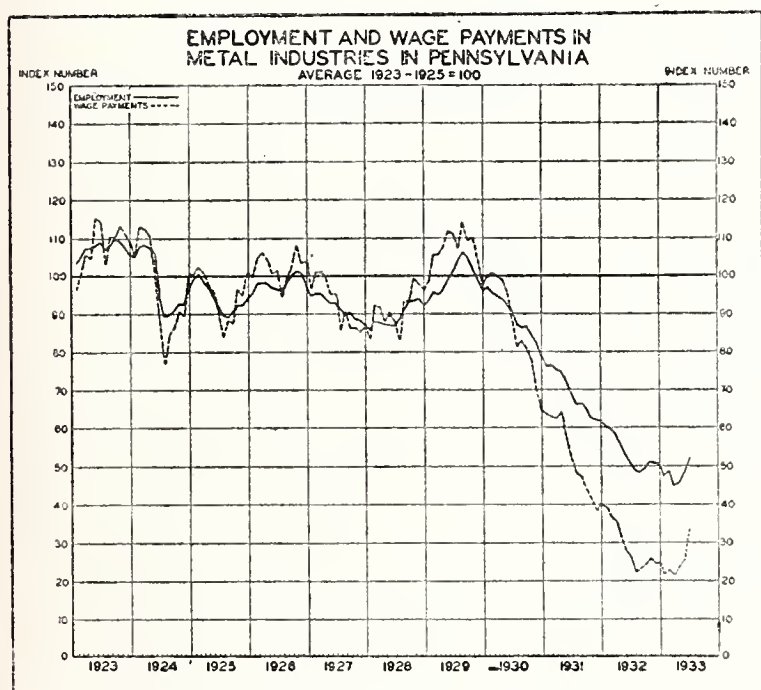
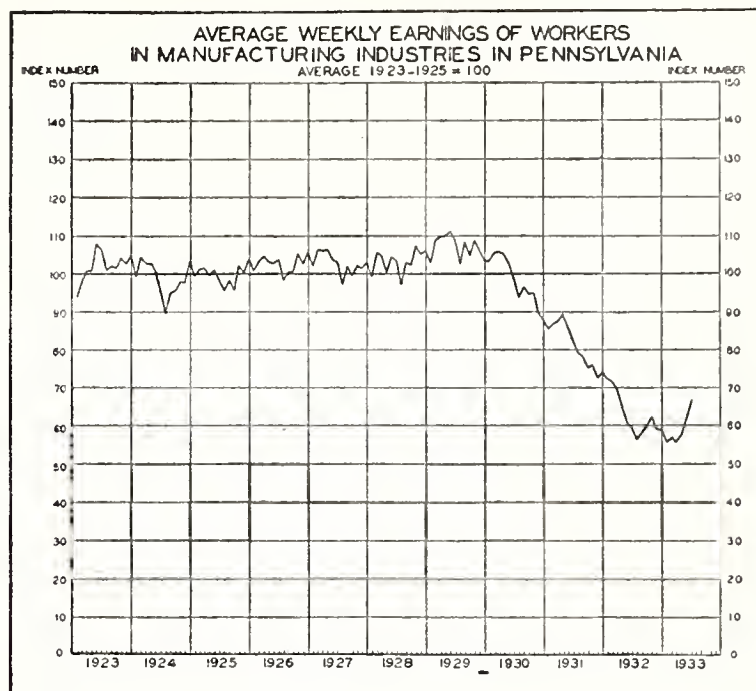
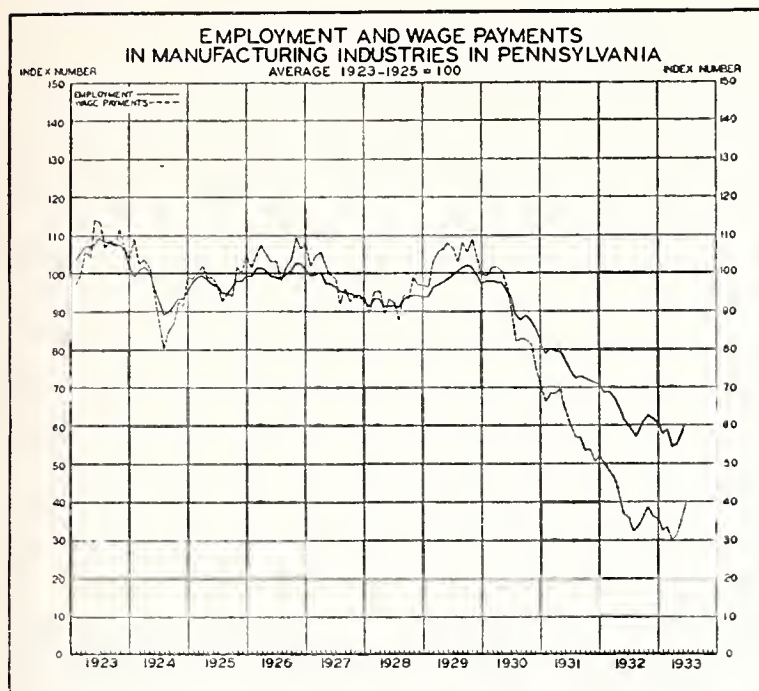
THE FACTS IN BRIEF

Item	Per cent change	
	June, 1933 as compared with May, 1933	June, 1933 as compared with June, 1932
Employment	+ 2.8	+ 3.2 ¹
Payrolls	+ 9.4	+13.6 ¹
Average weekly earnings	+ 6.4	+ 5.3
Estimated number unemployed ...	— 4.2	+ 5.2 ²
Volume of building (73 municipalities)	— 2.1	—47.8 ³
Industrial accidents reported	+25.9	+16.4
Workmen's compensation awards and agreements approved	+ 3.8	—23.6
Amount of compensation benefits	—20.8	—39.0

¹Manufacturing only.

²Totals for 1933 are not strictly comparable with those for 1932 because of a slight change in the basis for estimating.

³Comparison for 45 cities.



lower than a year ago. Employment and payrolls in the building construction industry increased about 8 per cent over May, but the largest gain for the construction group was on street and highway work. Employment for contractors engaged in road construction operations increased 31 per cent over May, and payrolls were up 55 per cent. The State highway forces on road construction and maintenance work also increased in June. The average number employed increased from 40,170 in May to 44,036 in June, a 9.6 per cent increase.

TRANSPORTATION AND COMMUNICATION

Employment for the transportation and communication industries continued to decline due primarily to retrenchments in the telephone industry. Employment in motor transportation, particularly motor freight, increased during June. Employment for street railway and baggage and transfer companies decreased slightly. Employment at docks and storage and warehouses showed the largest gain for the transportation group with a 17.1 per cent in-

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended June 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended June 15, 1933	Index numbers 1923-1925 = 100			week ended		
			June, 1933	Per cent change compared with			June, 1933	Per cent change compared with		June 15, 1933	May 15, 1933	
				May, 1933	June, 1932			May, 1933	June, 1932			
ALL MANUFACTURING INDUSTRIES (51) -----	776	225,204	62.0	+ 6.7	+ 3.2	\$3,695,101	40.9	+14.9	+13.6	\$16.41	\$15.20	
Metal products: (12) -----	232	101,377	51.9	+ 7.9	+ 1.8	1,636,155	33.2	+23.9	+27.2	16.14	14.08	
Blast furnaces -----	12	1,433	40.4	+12.5	+10.1	24,791	22.9	+38.8	+52.7	17.30	13.90	
Steel works and rolling mills -----	48	57,666	48.1	+ 9.1	+ 7.1	927,516	32.6	+28.3	+53.1	16.08	13.67	
Iron and steel forgings -----	8	753	57.3	+ 3.6	+19.6	15,217	43.0	+18.8	+54.7	20.21	17.54	
Structural iron work -----	10	2,761	66.7	+ 2.8	- 6.3	35,266	31.1	+18.7	- 8.0	12.77	11.07	
Steam and hot water heating app. -----	14	8,171	86.1	+13.7	+15.4	60,390	57.2	+13.7	+24.3	19.04	19.04	
Stoves and furnaces -----	4	357	65.6	0.0	+ 3.1	7,226	48.1	+39.8	+27.6	20.24	14.50	
Foundries -----	33	4,180	47.3	0.0	- 5.4	53,536	21.1	+14.1	- 0.5	12.81	11.28	
Machinery and parts -----	43	5,486	52.6	+ 4.6	- 5.1	99,895	32.4	+30.1	+14.1	18.21	14.63	
Electrical apparatus -----	22	18,330	65.0	+ 6.4	- 9.8	297,924	40.3	+12.3	- 8.6	16.25	15.34	
Engines and pumps -----	10	1,261	33.5	+12.6	+ 2.4	20,001	19.8	+24.5	+42.4	15.86	14.29	
Hardware and tools -----	17	4,004	63.2	+20.6	+ 4.6	58,424	39.2	+38.0	+15.6	14.59	12.73	
Brass and bronze products -----	11	1,945	54.3	+ 2.3	+ 1.7	35,969	35.1	+10.7	+15.1	18.21	16.74	
Transportation equipment: (5) -----	33	12,333	32.2	+ 9.9	-35.5	219,601	18.9	+21.2	-36.4	17.81	16.20	
Automobiles -----	3	1,456	30.0	+ 8.3	-43.2	23,854	13.1	+24.8	-56.3	16.38	14.13	
Automobile bodies and parts -----	10	3,866	59.4	+30.5	+ 9.2	84,705	43.3	+34.1	+41.5	21.91	21.33	
Locomotives and cars -----	12	3,838	14.3	+ 4.4	-32.5	60,142	6.4	+14.3	-49.2	13.06	11.99	
Railroad repair shops -----	5	1,784	33.5	- 3.2	-41.4	32,383	21.2	+16.5	-36.5	18.15	15.08	
Shipbuilding -----	3	1,389	31.8	- 1.5	-38.7	28,517	37.1	+ 1.9	-43.5	20.53	19.79	
Textile products: (11) -----	154	48,853	84.1	+ 5.7	+17.8	689,743	58.0	+ 9.0	+31.2	14.12	13.68	
Cotton goods -----	13	2,933	62.5	+ 4.9	+26.0	52,114	49.5	+10.7	+59.2	17.77	16.75	
Woolens and worsteds -----	13	4,273	72.7	+23.0	+58.7	69,228	50.1	+28.5	+100.4	16.20	15.56	
Silk goods -----	42	14,894	86.4	+ 2.0	+37.4	164,650	57.2	- 1.4	+31.2	11.05	11.45	
Textile dyeing and finishing -----	12	1,245	67.6	+16.4	- 9.1	25,692	55.9	+24.5	+ 5.9	20.15	18.81	
Carpets and rugs -----	8	2,037	55.9	+25.3	+20.2	33,684	35.7	+49.4	+47.5	16.06	13.43	
Hats -----	3	2,155	55.2	+ 1.8	- 3.5	42,158	44.0	+22.6	+17.0	19.56	16.26	
Hosiery -----	28	15,119	104.3	+ 3.9	+ 2.2	235,305	75.8	+ 5.7	+20.9	15.56	15.26	
Knit goods, other -----	12	2,603	97.8	+ 8.4	+21.2	31,818	68.0	+ 5.9	+30.3	12.22	12.51	
Men's clothing -----	9	799	79.5	- 1.7	+ 7.7	8,954	54.5	-10.2	+16.7	11.21	12.24	
Women's clothing -----	7	1,199	118.1	+ 4.4	- 1.4	11,913	81.1	+ 2.7	- 8.7	9.94	10.12	
Shirts and furnishings -----	7	1,506	103.3	- 1.1	+ 7.4	14,227	64.6	+14.1	+17.2	9.45	8.19	
Foods and tobacco: (5) -----	88	18,245	92.5	+ 2.0	- 1.5	298,479	71.8	+ 2.1	- 7.2	16.36	16.36	
Bread and bakery products -----	26	3,443	95.3	+ 0.6	- 2.7	75,030	75.0	+ 0.1	-10.1	21.79	21.92	
Confectionery -----	12	3,485	80.7	- 2.3	+ 0.9	52,204	61.8	- 4.8	- 6.1	14.98	15.38	
Ice cream -----	11	1,036	84.3	+13.2	-16.5	25,671	65.4	+11.6	-21.3	24.78	25.13	
Meat packing -----	13	1,836	93.4	+ 0.8	+ 1.1	38,109	63.8	- 0.5	-15.2	20.76	21.03	
Cigars and tobacco -----	26	8,445	93.3	+ 3.8	- 0.1	107,465	73.3	+ 6.4	+ 2.5	12.73	12.42	
Stone, clay and glass products: (3) -----	60	9,437	55.6	+ 9.7	+15.8	141,917	29.6	+17.5	+19.8	15.04	14.05	
Brick, tile and pottery -----	30	2,789	55.2	+15.5	+13.1	37,753	28.6	+31.2	+29.4	13.54	11.81	
Cement -----	15	3,795	46.4	+ 3.6	+13.7	56,159	21.9	+10.6	+ 4.8	14.80	13.97	
Glass -----	15	2,853	78.3	+12.8	+22.2	48,005	56.5	+16.0	+34.5	16.83	16.30	
Lumber products: (3) -----	44	2,351	40.8	+ 8.8	- 7.5	31,510	24.6	+11.3	-13.1	13.40	13.08	
Lumber and planing mills -----	16	461	20.0	+ 9.9	-34.6	6,731	13.3	+25.5	-39.0	14.54	12.67	
Furniture -----	23	1,132	46.0	+ 7.0	+ 2.7	15,020	25.5	+ 4.5	- 4.1	13.27	13.58	
Wooden boxes -----	5	756	59.5	+11.2	+ 3.5	9,759	39.8	+14.7	+ 0.5	12.91	12.55	
Chemical products: (5) -----	56	11,660	84.2	+ 6.7	+ 7.9	253,628	67.1	+ 8.2	+ 6.2	21.75	21.46	
Chemicals and drugs -----	30	1,678	54.2	- 1.3	+ 0.4	33,009	41.4	+ 3.8	- 3.7	19.67	18.75	
Coke -----	5	1,976	59.2	+33.9	- 1.7	29,513	28.9	+53.7	+47.4	14.94	12.99	
Explosives -----	5	508	61.7	- 0.6	- 8.0	8,698	44.7	+ 9.8	- 9.3	17.12	15.52	
Paints and varnishes -----	10	1,154	110.9	+10.0	+27.2	21,256	87.7	+15.1	+11.7	18.42	17.63	
Petroleum refining -----	6	6,344	127.5	+ 2.2	+11.6	161,152	113.0	+ 2.4	+ 5.2	25.40	25.35	
Leather and rubber products: (4) -----	42	10,053	98.2	+ 4.8	+25.6	173,442	74.8	+10.2	+31.0	17.25	16.45	
Leather tanning -----	16	5,312	100.1	+ 8.8	+17.8	100,414	73.3	+17.8	+22.0	18.90	17.44	
Shoes -----	16	3,284	107.7	- 2.6	+43.4	38,218	74.9	- 3.9	+55.4	11.64	11.79	
Leather products, other -----	6	564	78.3	+10.3	+30.9	12,574	74.8	+23.8	+72.0	22.29	19.89	
Rubber tires and goods -----	4	893	91.6	+ 8.1	+14.9	22,236	92.7	- 1.9	- 6.5	24.90	27.46	
Paper and printing: (3) -----	67	10,895	81.0	+ 0.6	- 2.3	250,626	62.4	+ 3.3	- 5.2	23.00	22.40	
Paper and wood pulp -----	13	3,472	74.6	+ 2.3	+ 2.2	66,866	52.3	+10.1	+ 6.7	19.26	17.91	
Paper boxes and bags -----	10	745	64.2	+ 7.5	- 3.6	9,791	55.5	+ 7.1	+ 7.6	13.14	13.15	
Printing and publishing -----	44	6,678	84.7	- 1.1	- 4.5	173,969	66.7	+ 0.8	- 9.4	26.05	25.61	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

crease over May. This gain is largely seasonal due to increased Great Lakes shipping.

BANK EMPLOYMENT DECREASES

In the so-called "White-collar" employments represented by reports from banks and brokerage houses and insurance and real estate firms, employment and payrolls increased slightly for the first time since the compilation of data for this group was begun in May, 1933. Increased activity at brokerage houses was responsible. Reports from banks continued to show further curtailment due to further reductions of personnel of closed banks and of those doing business on a restricted basis. Employment for insurance companies and real estate firms increased slightly.

NEW INDEXES

Attention is directed to a revision of index numbers of employment and payrolls in manufacturing industries recently completed by the Federal Reserve Bank of Philadelphia. The revised indexes represent a consolidation of the reports from manufacturing establishments in Pennsylvania previously secured independently by the Federal Reserve Bank of Philadelphia and by the United States Bureau of Labor Statistics. The combination of these two reporting lists necessitated a revision of the indexes and permitted the inclusion of separate information for 17 additional branches of manufacturing activity.

In addition to the revision of the indexes for manufacturing industries, a new index of general industrial employment and payrolls in Pennsylvania has been compiled, representing a combined index of reports from 68 manufacturing industries and 11 non-manufacturing groups. Indexes published in this bulletin for subsequent months will be on the revised basis. It is planned to publish complete tables of the revised indexes for all industries as promptly as possible. Meanwhile, a summary of the new and revised index numbers is given in the supplement to the August, 1933, issue of The Business Review published by the Federal Reserve Bank of Philadelphia. Copies of this supplement may be procured upon application to the Federal Reserve Bank.

UNEMPLOYMENT SHOWS FURTHER DECLINE

Unemployment in Pennsylvania has shown a decrease

for three consecutive months. The estimate by the Department of the number of totally unemployed persons in the State for June, 1933, places the total at 1,259,987, or 33.8 per cent of the working population. This is a decrease of 54,848, or 4.2 per cent, as compared with May and a reduction of 119,364, or 8.7 per cent, in the last three months.

INCREASED ACCIDENTS ACCOMPANY INCREASED EMPLOYMENT

Increased employment, a general speeding up of production, and a wave of unusually hot weather were the outstanding factors that contributed to a sharp increase in industrial accidents during June. Reports of 76 fatal and 7,303 non-fatal accidents were received by the Department during June as compared with 58 fatal and 5,803 non-fatal accidents reported in May, an increase of 31.0 per cent in fatalities and of 25.8 per cent in non-fatal injuries. In comparison with June, 1932, fatal accidents in June, 1933, declined 5.0 per cent, but non-fatal accidents increased 16.7 per cent.

Pennsylvania employment and payroll records for June showed gains of 2.8 per cent in employment and 9.4 per cent in wage payments as compared with May, indicating that the increase in accidents for June was considerably in excess of that expected from the gains in employment.

HEAT PROSTRATIONS

A wave of unusually hot weather in June caused seven deaths in Pennsylvania industries from heat prostration, and was undoubtedly responsible for many non-fatal injuries. Another factor in the accident increase was a general speeding up of industrial production. Employers must realize that increased employment will be accompanied by increased accidents unless effective accident-prevention measures are taken. Attention to safety measures at this period is all the more necessary because many workers are returning to hazardous occupations following many months of idleness. Memory of safety principles and practices has been dulled, and new habits of safety must be formed. Accident prevention is a real economy that should not escape the attention of any employer in his effort to reduce production costs.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA ¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended June 15, 1933	Index numbers 1923-1925 = 100			Total weekly payroll—week ended June 15, 1933	Index numbers 1923-1925 = 100			week ended	
			June, 1933	Per cent change compared with			June, 1933	Per cent change compared with		June 15, 1933	May 15, 1933
				May, 1933	June, 1932			May, 1933	June, 1932		
Anthracite coal mining ² -----	160	53,984	38.4	— 8.5	—25.4	\$1,362,059	28.8	+14.3	— 8.3	\$25.23	\$20.20
Bituminous coal mining -----	452	56,888		+ 2.1		687,228		+16.1		12.08	10.73
Quarrying & non-metallic mining -----	149	5,005		+10.9		74,557		+33.4		14.90	12.38
Construction:											
Building -----	1,221	9,945		+ 7.7	—16.7	175,105		+ 8.9	—35.2	17.61	17.41
Street and Highway:											
State -----	3	44,036		+ 9.6							
Municipal -----	18	710		+ 5.8		5,678		+21.2		8.00	6.98
Contractors -----	36	2,331		+41.3		23,682		+66.6		10.16	8.61
Other construction -----	74	3,117		+ 4.0	+ 6.2	61,855		+ 9.4	—19.9	19.84	18.87
Canning and preserving -----	25	2,684		+11.0		34,405		— 0.7		12.82	14.32
Crude petroleum producing -----	23	604		+ 4.0		13,207		— 3.0		21.87	23.44
Dyeing and cleaning -----	20	1,129		+ 2.8		20,204		+ 6.0		17.50	17.36
Hotels -----	181	9,507		+ 1.7		113,504		+ 1.3		11.94	11.99
Laundries -----	38	2,902		+ 4.2		41,821		+ 5.2		14.41	14.28
Transportation and communication -----	204	41,640		— 1.7		972,059		— 4.0		23.34	23.91
Other public utilities -----	619	16,788		+ 0.6		545,315		+ 2.5		32.48	31.90
Retail trade -----	344	26,334		+ 2.5		489,220		+ 2.0		18.58	18.68
Wholesale trade -----	130	3,601		+ 0.9		94,299		— 0.2		26.19	27.47
Banking and brokerage -----	612	14,067		+ 0.1		433,706		+ 0.1		30.83	30.84
Insurance and real estate -----	175	8,964		+ 0.5		290,652		+ 0.9		32.42	32.50
Total—non-manufacturing -----	4,481	270,200		— 0.4		5,438,556		+ 5.9		20.90	19.65
Total—manufacturing -----	776	225,204	62.0	+ 6.7	+ 3.2	3,095,101	40.9	+14.9	+13.6	16.41	15.20
GRAND TOTAL -----	5,257	495,404		+ 2.8		9,133,657		+ 9.4		18.82	17.68

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, July 1, 1933—Not included in totals.

NEEDLE TRADES

(Continued from Page 3)

D. Morals

1. That an amount of evidence was submitted which showed that there were cases where those in authority, either as foremen or higher officials, used their official position to take undue liberties with girl and women workers while at work, and even to make advances which had immoral intent. Such conditions were reported as being mostly in evidence where there were men foremen, and foreladies were not employed.

E. Miscellaneous

1. That in certain instances where a local Chamber of Commerce or other civic bodies had been instrumental in bringing some needle trades factories into the community, they were rather negligent in ascertaining the standing of the company before it was given a free-hand to operate in the community.

2. That many other items of a sundry nature were brought to the attention of this Commission that are not being mentioned in this report, but which, nevertheless, indicate the general trend in the needle trades industry and the need for remedial measures.

III. RECOMMENDATIONS

In view of the findings as reported above, this Commission takes opportunity to submit the following recommendations to the Governor of the Commonwealth of Pennsylvania.

A. Wages

1. The enactment of a Minimum Wage Law which will provide a decent wage for the lowest paid worker.

2. The passage of a law giving authority to the Department of Labor and Industry to aid workers in the collection of unpaid wage claims, and other such legislation which will guarantee wages to workers.

3. The enactment of a law making provision for a system of Unemployment Insurance for the Needle Trades Industry to be supervised by the State.

B. Working Conditions

1. The amending of the present 54 hour law for women workers so as to reduce the same to a point of prohibiting more than 40 hours per week.

2. The enactment of legislation which will require that where ten or more women workers are employed, and there is no forelady or matron, one of the women workers shall be designated as a matron to care for the needs of said workers. In larger establishments, such a matron to be in full-time service in that capacity.

3. The passage of legislation which will prevent male workers under 18, and female workers under 20 from working as pressers in the needle trades industry.

C. Child Workers

1. The amendment of the present State Child Labor Act to prevent the employment of children in industry under 16 years of age.

2. The ratification of the Federal Child Labor Amendment by the Commonwealth of Pennsylvania.

D. General

1. We recommend that since there are constant efforts in this industry to evade adherence to existing labor laws, that the Bureau of Inspection of the Department of Labor and Industry be more vigorous in their inspections, and that they engage trained and efficient inspectors in order to compel compliance to the law.

2. Since there is great need for arbitration and mediation today in the realm of industry, we recommend the re-establishment of the Bureau of Industrial Relations in the Department of Labor and Industry at the earliest possible date.

IV. CONCLUSION

The members of this Commission wish to state that the recommendations included in this report are based on the findings which were summarized from the testimony which was submitted by representatives of the employers and employees in the Needle Trades Industry located in the area which we were commissioned to study.

We sincerely trust that ways and means shall be inaugurated to put these recommendations into effect in order that an existing deplorable condition may be alleviated and corrected.

The Commission:

Signed—

Willis D. Mathias, *Chairman*

Clarence J. Moser

H. Morley Holton

Harry L. Baker

A. F. Tidabock

Charles A. Haff

Charlotte E. Carr

ACCIDENT PREVENTION CONFERENCE

(Continued from Page 1)

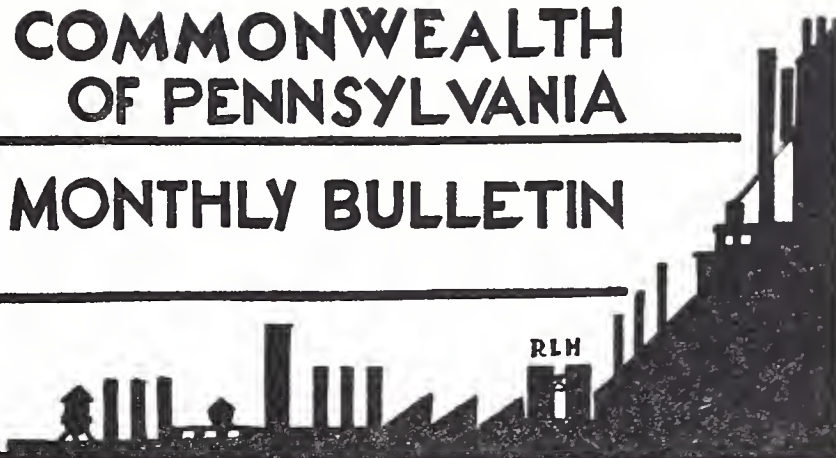
2. A thorough physical examination for all employees whether new or re-employed men is essential.
3. Close supervision of all workers at all times. Special attention should be given new employees and those returning after a period of sickness or injury.
4. Thorough periodic inspection of all mechanical and physical equipment by safety committee and competent engineers.
5. Attention to the mental condition of employees who are accident-prone due to outside influences, worry, fatigue, and ill health.
6. Educate employees to work safely through safety campaigns, lectures, demonstrations, displays, and training classes.
7. Investigate all accidents, place responsibility, analyze causes, and make corrections.
8. Close cooperation between safety and operating department is essential to secure maximum results in any safety program.

Numerous details concerning each of these topics were discussed informally and recorded. The representatives were unanimous in pledging support to the Department of Labor and Industry in its accident-prevention work. Pursuant to a resolution adopted by the conference, a committee has been appointed to study the minutes of the meeting and to draw up definite recommendations for the promotion of accident-prevention work during the recovery period.

Similar conferences are to be arranged in the near future for other major industrial groups.

INDUSTRIAL ACCIDENTS SHOW 8 PER CENT DECREASE FOR FIRST HALF OF 1933

Fatal accidents in Pennsylvania industries dropped 9.2 per cent and non-fatal injuries 8.3 per cent during the first six months of 1933 as compared with accident totals for the corresponding period in 1932. Gratifying reductions in fatal accidents were effected in the manufacturing, bituminous coal mining, quarrying, and miscellaneous industries. Fatalities in manufacturing industries dropped from 130 for the first six months of 1932 to 94 for the first half of 1933, a 27.7 per cent reduction. A large share of this reduction was in metal industries where fatal accidents were reduced from 54 for six months in 1932 to 37 for the corresponding period in 1933, a 31.5 per cent decrease. Fatal accidents in bituminous mining were reduced from 83 in 1932 to 68 in 1933, an 18.1 per cent decline.

LABOR**AND****INDUSTRY****COMMONWEALTH
OF PENNSYLVANIA****MONTHLY BULLETIN**

Vol. XX, No. 9

HARRISBURG, PA.

September, 1933

FOR THE BLIND

The restoration of persons disabled through the loss of vision is a major problem of the Bureau of Rehabilitation. Of 11,205 registered cases, 2,305, or approximately 20 per cent, consisted of those with vision defects. 292 were totally blind and the rest suffered the loss of one eye. The causes of disability were employment accidents, 2,152; public accidents, 415; disease, 96; and 12 congenital. 879 of the group were found eligible for the services of the Bureau and through guidance, training, and job adjustment, were returned to remunerative occupations. This number was approximately 18 per cent of the 5,000 physically handicapped persons rehabilitated by the Bureau to January 1, 1933, and, according to a recent report from the Federal Board for Vocational Education, exceeded that of any other State.

Of the group of blind persons rehabilitated, 774 were returned to employment through guidance and job adjustment; the rest were trained for activities suited to their abilities and then placed in remunerative occupations. In addition to the vocations usually provided for persons with complete loss of vision, physiotherapy, dress-making, insurance, teaching of the blind, and other business activities were found, suitable for a number of cases. Those with the loss of vision of one eye were trained for thirty different types of work including accounting, auto and aeroplane mechanics, barbering, salesmanship, radio work, commercial artists, drafting, phases of beauty culture work, mechanical dentistry, secretarial duties, motion picture operating, repairing, poultry raising, electrical, field engineering, and so forth. The following cases are representative of the work in this field:

Mr. Z——, a young man of twenty years of age, was blinded in an explosion in a coal mine in which he was working. He entered the Overbrook School for the Blind. Four years later he was graduated and was referred to the Bureau for specialized training. Instruction was provided in Physiotherapy at the University of Pennsylvania. The client completed the work and is now established in his own business and is making good.

Mr. M—— was born with cataracts which were removed when he was four years old. He had fairly good vision until the age of twenty-five and then became blind. The physician said that the whole organism of the eye had completely collapsed and there was no hope for its cure. When he found that he would be perma-

*(Continued on Page 2)***EMPLOYING HANDICAPPED**

As an aid in its placement work, the Philadelphia Office of the Bureau of Rehabilitation has recently appointed an Employment Advisory Council consisting of persons identified with employment work among the industrial and commercial enterprises of the Philadelphia district.

With many old trades fast becoming obsolete and new crafts appearing in the industrial picture, the Bureau feels a need for counseling with professional employment men who, by the very nature of their work, are in constant touch with the rapidly changing job trends. The present membership of the Council, which will later be expanded, consists of:

- Mr. H. D. Allman, President—National Farm School
- Mr. F. R. Brines, Secretary—Pennsylvania Laundry Owners' Association
- Mr. S. F. Caperila, Employment Manager—General Electric Company
- Mr. C. Robert Cheyney, Operating Manager—Fidelity-Philadelphia Trust Building
- Mr. A. C. Connors, Employment Manager—Sun Oil Company
- Mr. Neil Fisher, Safety Engineer—Container Corporation of America
- Dr. E. H. McIlvain, In Charge Employment Service and Welfare Departments, Edward G. Budd Manufacturing Company
- Mr. Fred Pirrman, Employment Manager—Philadelphia Rapid Transit Company
- Mr. Gerrett R. Schenck, Superintendent of Personnel Relations—RCA-Victor Company
- Mr. George S. Stuart, Executive Secretary—Builders' Exchange
- Mr. Ralph Swavely, Traffic Manager—McClintic-Marshall Company
- Mr. Eugene Vickers, Employment Manager—Sun Shipbuilding Company
- Mr. Robert D. Young, Employment Manager—Curtis Publishing Company

The aid of this group in helping to guide the rehabilitation training program will materially assist the Placement Division of the Rehabilitation Service in doing a more effective job.

The first meeting of the group was held July 26, 1933. John A. Kratz, Chief, Vocational Rehabilitation Division, Federal Board for Vocational Education, Washington,

(Continued on Page 8)

MONTHLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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MARK M. WALTER

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September, 1933

All material is released to the press upon receipt

FOR THE BLIND

(Continued from Page 1)

nently blind, he became discouraged believing that his life was utterly ruined. One night he heard a representative of the Association for the Blind speak over the radio. He made inquiries about the work, entered their school where he learned to read and write Braille, and then was provided with a course in salesmanship and typing by the Bureau of Rehabilitation. He is now happy and contented working as a salesman for the association whose program he heard over the radio.

For the purpose of expanding occupational opportunities, setting up more scientific procedures to determine the physical, mental, and emotional characteristics of these clients, and determine programs best fitted to meet their needs, a plan of cooperation was developed between the Bureau and the State Council for the Blind whereby all eye cases were referred to the Council for supplementary investigation and analysis.

This agency has been of valuable assistance in determining the eligibility and susceptibility of registrants and in providing the kind of physical restoration essential to their vocational rehabilitation. Since the inception of the plan last fall, 43 cases have been referred to the Council. In addition to providing a better approach to the rehabilitation of the blind, economies have been effected through the elimination of unnecessary duplication of effort and coordination of the activities of agencies cooperating with the Bureau and the Council. Finally, the arrangement has made it possible to take care of the needs of a larger number in this group through expansion of employment opportunities and development of new training facilities.

LABOR DISPUTES

The labor disputes reported to the Bureau of Industrial Relations until June and from that month on to the Bureau of Employment, have been growing steadily. In July and September the number of men directly involved has exceeded 150,000 at a given time. In both months the great majority of them were coal miners. The report by month follows: January, 1933, 15; February, 9; March, 18; April, 25; May, 62, average 5 months, 26 monthly. June, 100; July, 240; August, 122; September, 265, average 4 months, 182 monthly.

SWEATSHOP DATA

The Bureau of Women and Children has been engaged in checking, at the request of the State Legislative Committee on Child Labor and Women's Wages, the statements of employers and employees with the actual payrolls of the companies. The check will be presented to the Committee by October 15.

INDUSTRIAL BOARD

The following regulations, interpretations and administrative rulings were recently approved by the Industrial Board:

REGULATIONS

Regulations for Operation of Motion Picture Projectors.

1. Rule 5 (a) amended to read:

"All projectionist licenses shall be renewed January 1st of each year. Each application for renewal shall be made within the thirty (30) days preceding the expiration of such projectionist license.

Failure to renew a Class A or B license for a period of three (3) years will necessitate re-examination, except when the applicant has been operating a motion picture projector where a Pennsylvania license is not required and satisfactory evidence to that effect is furnished the Department."

2. Rule 11 (d) amended to read:

"All non-theatrical licenses shall be renewed January 1st of each year. Each applicant for renewal of a license shall be made within the thirty (30) days preceding the expiration of such non-theatrical license.

Failure to renew a Class C non-theatrical license for a period of three (3) years will necessitate re-examination, except when the applicant has been operating a motion picture projector where a Pennsylvania license is not required and satisfactory evidence to that effect is furnished the Department."

Regulations for Emergency Lighting.

1. New Definitions (g), (h), and (i):

(g) The term STORAGE BATTERY SYSTEM shall mean an emergency lighting system utilizing storage batteries and constructed in accordance with all provisions of Rules 1, and 2. (This type of system may be used in any building as enumerated in Section 2, Scope.)

(h) The term MODIFIED LOW VOLTAGE SYSTEM shall mean an emergency lighting system utilizing storage batteries of not less than twelve (12) volts or more than twenty-four (24) volts and constructed in accordance with the provisions of Rule 2A. (This type of system may be used in only such buildings as meet the requirements of Rule 2A (a), (f), and (h).)

(i) The term PORTABLE STORAGE BATTERY UNIT shall mean a battery with not more than three (3) lights, under the provisions of Rule 1 (b) 4.

2. Rule 1 (i) amended to read:

"(i) All emergency lighting systems shall be so connected that *at least some of the normal circuits* necessary for illumination cannot be used unless the emergency service is ready for use."

3. Rule 2 (b) amended to read:

(b) Storage battery emergency lighting systems shall be equipped with a device for automatically maintaining the batteries in a fully charged condition. *No switch which will render this device ineffective is permitted.* (Balance of paragraph remains unchanged.)

4. New Rule 2-A:

Rule 2-A. Special Requirements for Modified Low Voltage Systems.

(a) Battery operated emergency lighting systems, not less than twelve (12) volts or more than twenty-four (24) volts, with the special approval of the Department, may be used in any place or building as enumerated in Section 2 of the Regulations where the emergency illumination required does not necessitate a battery capacity in excess of two hundred and fifty (250) watts at the rated voltage for a period of one and one-half (1½) hours except in buildings where voltage line drop does not permit of full compliance with illumination requirements.

(b) Emergency lighting units of this class shall be compact and self contained. Batteries, relays, charging equipment and control equipment shall be assembled in a substantial metal cabinet. The cabinet shall be well ventilated and designed to afford easy access to all contained equipment.

(c) Batteries shall be of the glass jar lighting type with charge indicators in each glass jar.

(d) Storage batteries shall be under constant trickle charge by means of a suitable copper oxide rectifier. Provision shall also be made for a high rate charge. The charging rate shall be controlled by a manually operated two-way switch located at the cabinet, one position to be full charge and the other position to be trickle charge. The trickle charge rate shall be not less than one (1) per cent of the eight hour rate of the battery. The high rate charge shall be not less than three (3) per cent of the maximum discharge rate. The rectifier shall be of suitable construction and characteristics to insure long life.

(e) An approved automatic switch shall be provided which, upon failure of the AC supply, will connect the storage battery to the emergency circuits.

(f) The lamps used on the emergency circuits shall be of proper voltage and be equipped with medium or mogul bases. Where shades or fixtures are provided they shall be of a type and so installed that the intensity of illumination is not reduced below that required by Regulations of the Department.

(g) Approved means for testing the operation of the system shall be provided as part of the unit, such as a push button switch, or equal.

(h) All wiring on the emergency circuits shall be of sufficient size that the voltage drop at the most remote lamp on any circuit will not exceed ten (10) per cent.

(i) A name plate shall be provided on the cabinet showing the type number of the unit, the permissible load in watts at rated voltage, and the specific gravity of the electrolyte when the batteries are fully charged.

(j) In addition to the provisions of this rule, all requirements of Rule 1 and of Rule 2 paragraphs (i), (j), (k), and (l), shall be complied with.

5. Rule 3 (f) amended to read:

(f) Where batteries are used to furnish energy for cranking, they shall have approximately the following A.H. capacity at the 8 hour rate.

Brake Horsepower of the Engine	Battery Capacity in Ampere Hours			
	32 Volts	24 Volts	12 Volts	6 Volts
Up to 7.5 H.P.	30	40	80	160
Over 7.5 H.P. to 12.5 H.P.	40	54	108	213
Over 12.5 H.P. to 25 H.P.	60	80	160	320
Over 25 H.P. to 37.5 H.P.	80	108	213	427

Where larger engines are required, battery capacities shall be increased in proportion (Balance of paragraph remains unchanged).

6. Rule 4 (f) amended to read:

"All water power systems shall be provided with means for regulating the voltage."

Regulations for Boilers.

1. Rule G-13 amended to read:

"Repairing of tubes by the autogenous process is prohibited for either fire tube or water tube boilers."

Regulations for Miscellaneous Hazards and Conditions of Employment.

1. New rules 14 (a) to 14 (f):

(Transfer of Rules 12, 13, and 14 from former Regulations for Bakeries.)

Regulations Affecting Employment of Minors.

1. New Rule M-39 to read:

"The employment of minors under 16 years of age in an establishment where a strike or lockout is in progress is prohibited, except that this prohibition shall not apply to minors who were legally certified for work in such establishment before the strike or lockout was declared."

REGULATIONS RESCINDED

To comply with the provision of a 1933 amendment to the 1919 Bakery Law, transferring jurisdiction over public health provisions of the law from the Department of Labor and Industry to the Department of Agriculture, the Regulations for Bakeries, as approved January 19, 1928, are hereby rescinded except that Rules 12, 13, and 14, affecting safety to employees were written and transferred to the Regulations for Miscellaneous Hazards and Conditions of Employment as Rule 14 of that Code.

INTERPRETATIONS

Interpretation of Woman's Law:

"It is interpreted that the provisions of the Woman's Law of 1913 do not prohibit employment of nurses at night in industrial establishments."

ADMINISTRATIVE RULING

Regulations for Industrial Sanitation:

"The laws and regulations relating to the provisions of separate washing and toilet facilities are not contemplated to require application where there are less than five (5) employees to be accommodated."

(Continued on Page 8)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE, Director, Bureau of Statistics

EMPLOYMENT GAINS CONTINUE

The general recovery in industrial employment which began in April continued through July with reports from nearly all industries showing further increases in employment and payroll totals as compared with June.

Reports from 5,647 firms representing more than 50 per cent of total employment in the major industries of the State showed a 3.7 per cent gain in employment and a 6.5 per cent increase of payrolls for July over June. Employment gains were recorded for all industry groups except transportation and communication, retail trade, and the service industries. The manufacturing, anthracite and bituminous coal mining, and quarrying industries reported the largest employment gains.

The advance in industrial employment during the last four months has been the largest for any year for which records are available. It is estimated that more than 225,000 workers have returned to jobs throughout the State in the last four months.

MORE WORKERS IN MANUFACTURING

Employment and payrolls in manufacturing industries continued to rise in July, reaching the highest levels in the last sixteen months. Manufacturing firms reported a 4.0 per cent increase in employment and a 7.9 per cent gain in payrolls for July as compared with June. The most pronounced gains were in the iron and steel, transportation equipment, clay, glass, and stone, chemical and leather industries. Blast furnaces and steel works, stove and furnace works, and engine and pump manufacture showed July employment totals 10 to 20 per cent higher than for June.

In the textile and clothing groups, increased employment was shown for all industries except hosiery and women's clothing. In the hosiery industry, 38 per cent fewer workers were employed in July than in June. The reduced employment was attributed to labor controversies. In the stone, clay, and glass group, largest employment gains were reported for brick, cement, and slate industries. Other manufacturing industries that showed important employment gains were coke, leather goods, paper and pulp, and rubber tires.

The revised index of employment for manufacturing industries for July, 1933, was 68.2 per cent of the 1923-1925 average, or 16.2 per cent higher than a year ago. Factory payrolls at 45.3 per cent of the 1923-1925 average were 36.4 per cent larger than a year ago. Average weekly earnings for the 345,000 workers covered in the manufacturing report were \$16.68 in July and \$16.23 in June, as compared with \$13.94 a week in July, 1932.

CLASSIFICATION BY INDUSTRIAL AREAS

In connection with the revision of the indexes of employment and payrolls in manufacturing industries, classifications have been set up for 20 principal industrial areas, the area in each case comprising one or more counties. The manufacturing data by industrial areas are shown in an accompanying table and because of the importance of and public interest in localized employment information, it is proposed to publish this area table regularly each month hereafter.

The figures of the industrial area report for July show that factory employment gains were recorded for each of the 20 areas except Chambersburg, Kane-Oil City, and Reading-Lebanon. In the Reading-Lebanon area reports from 107 factories for July show employment totals nearly 20 per cent lower than in June. Later controversies were a factor in the decreased employment totals in this area.

INCREASED EMPLOYMENT IN COAL MINING

Increased employment also was shown for most of the major non-manufacturing industries in July. Gains of largest proportions were in the coal mining and quarrying industries. Reports from 160 anthracite operators showed 6,000 more workers employed in July than in June, an 11 per cent increase; and reports from 454 bituminous mines showed an increase of 3,000 employees, a 5 per cent gain. Employment for 151 quarry companies increased 16 per cent for July over June. In the construction industry, employment on building operations increased

slightly, but road construction forces were considerably reduced. Small employment gains were shown for the petroleum producing, public utility, and wholesale trade industries and for banks and brokerage houses. Slightly reduced employment was shown for the transportation and communication, retail trade industries, and for hotels, laundries, and dyeing and cleaning establishments.

MANY STILL UNEMPLOYED

While there has been a remarkable recovery in industrial employment during the last four months, the estimates of the Department of Labor and Industry show that approximately three of every 10 workers in the State were still unemployed in July. The Department's estimate of the number of totally unemployed persons for mid-July, 1933, was 1,147,179, or 30.8 per cent of the State's working population. This is a decrease of 112,808, or 9.0 per cent, in the number unemployed as compared with June.

THE FACTS IN BRIEF

Item	Per cent change	
	July, 1933 as compared with June, 1933	July, 1933 as compared with July, 1932
Employment	+ 3.7	+ 7.7
Payrolls	+ 6.5	+14.9
Average weekly earnings	+ 2.7	+ 6.7
Estimated number unemployed	— 9.0	—10.5
Volume of building (71 municipalities)	—17.9	+14.5 ¹
Industrial accidents reported	+ 6.4	+26.0
Workmen's compensation awards and agreements approved	—10.3	—30.6
Amount of compensation benefits	—25.3	—47.5

¹ Comparison for 45 cities.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended July 15, 1933	Index numbers 1923-1925=100			Total weekly payroll— week ended July 15, 1933	Index numbers 1923-1925=100			week ended	
			July 1933	Per cent change compared with			July 1933	Per cent change compared with		July 15, 1933	June 15, 1933
				June 1933	July 1932			June 1933	July 1932		
ALL MANUFACTURING INDUSTRIES (66)	1,729	345,465	68.2	+ 4.0	+16.2	\$5,761,576	45.3	+ 7.9	+36.4	\$16.68	\$16.23
Iron and steel and their products (11)	442	136,213	55.0	+ 9.1	+16.5	2,310,867	38.0	+15.5	+72.7	16.97	16.01
Glass furnaces	14	1,764	60.7	+13.0	+30.3	30,347	34.8	+11.2	+91.2	17.20	17.53
Steel works and rolling mills	62	70,432	50.3	+11.5	+23.9	1,242,900	38.8	+22.0	+123.0	17.65	16.12
Iron and steel forgings	20	2,058	56.1	- 2.9	+24.7	36,262	35.5	+ 6.9	+66.7	17.62	16.00
Structural iron and steel	27	5,228	64.0	+ 4.4	- 4.0	60,015	28.6	+ 8.3	- 2.1	13.20	12.66
Heating and plumbing supplies	27	4,816	75.8	+ 5.4	+23.7	80,333	52.8	- 2.8	+49.6	16.68	18.08
Stoves and furnaces	13	863	40.8	+18.6	+ 7.1	17,081	24.7	+21.7	+18.8	19.79	19.24
Foundries	69	8,279	48.6	+ 8.2	+14.1	122,423	25.3	+17.7	+51.5	14.79	13.70
Machinery and parts	107	10,971	47.3	+ 4.9	+ 1.7	210,004	36.8	+ 9.5	+33.9	19.14	18.25
Electrical apparatus	31	22,459	75.4	+ 7.0	+ 2.6	349,513	44.2	+ 4.7	+11.3	15.56	15.91
Engines and pumps	11	1,318	41.6	+21.3	+27.2	24,260	28.6	+42.3	+82.2	18.41	15.78
Hardware and tools	61	8,025	68.1	+ 7.8	+31.0	128,719	49.9	+14.7	+76.3	16.04	15.07
Non-ferrous metal products (5)	50	5,732	72.1	+ 2.9	+ 3.1	102,808	59.8	+ 5.7	+20.8	17.94	17.58
Brass and bronze	23	1,131	53.1	+10.2	+26.1	21,124	40.0	+13.0	+56.3	18.68	18.31
Smelting and refining	6	2,491	73.8	+ 5.6	+15.0	46,873	62.2	+ 8.2	+35.2	18.82	18.37
Stamped, enameled and plated ware	5	918	21.6	+ 4.3	+23.4	14,281	11.5	- 7.3	+18.6	15.56	17.54
Jewelry and novelties	7	385	37.1	-36.8	+90.2	6,335	26.1	-21.9	+117.5	16.45	13.29
Other non-ferrous products	9	807	118.2	+ 4.1	-14.7	14,195	105.4	+ 4.0	+ 0.3	17.59	17.62
Transportation equipment (5)	80	21,592	49.5	+11.2	- 4.3	393,584	30.3	+23.7	+11.8	18.23	17.07
Automobiles and motor trucks	3	776	70.3	-17.5	-47.7	16,820	27.5	-20.1	-27.4	21.68	22.35
Auto and truck bodies and parts	20	5,492	69.1	+21.4	+57.4	107,555	49.8	+11.9	+100.8	19.58	21.19
Locomotives and cars	14	6,178	17.6	+ 6.7	-18.1	85,515	9.3	+22.4	-27.9	13.84	11.96
Railroad repair shops	39	7,431	56.3	+14.9	- 1.2	150,852	34.5	+34.8	+14.6	20.30	17.31
Ship building	4	1,715	24.3	-15.6	-36.9	32,842	19.1	-15.5	-50.0	19.15	19.08
Textiles and clothing (12)	309	73,272	89.9	- 1.3	+32.8	990,053	59.3	- 1.8	+51.7	13.51	13.37
Textiles	242	61,354	83.3	- 1.4	+30.8	864,501	57.2	- 2.1	+45.2	14.09	14.04
Cotton goods	38	5,170	59.5	+17.1	+44.4	87,640	41.9	+22.5	+83.8	16.95	16.18
Woolens and worsted goods	17	5,266	88.1	+11.1	+84.7	86,369	71.9	+11.6	+127.5	16.40	16.33
Silk manufacturers	89	26,766	104.6	+17.5	+60.4	299,055	58.7	+21.8	+67.7	11.17	10.80
Textile dyeing and finishing	21	2,332	79.9	+ 4.6	+16.0	44,154	62.2	+ 2.3	+31.5	18.93	19.33
Carpets and rugs	14	2,745	52.5	+11.5	+68.8	45,790	36.3	+10.0	+93.1	16.68	16.83
Hats	5	2,806	67.4	+ 8.9	+11.6	57,511	56.0	+13.4	+32.7	20.50	19.64
Hosiery	37	11,105	71.6	-38.1	-25.0	162,962	53.7	-39.7	-12.0	14.67	15.05
Knit goods, Other	12	3,200	86.6	+ 3.3	+67.8	41,945	70.8	+10.6	+108.8	13.11	12.22
Millinery and lace goods	9	1,994	75.3	+ 1.6	+11.2	39,075	76.7	+11.3	+87.1	19.90	18.14
Clothing	67	11,918	115.7	- 1.1	+38.6	125,552	69.5	- 0.9	+61.3	10.53	9.83
Men's	32	5,107	81.5	+ 5.0	+31.7	64,806	43.1	+22.8	+84.2	12.69	10.84
Women's	14	2,158	119.6	-15.1	+25.0	20,203	89.4	-21.0	+41.9	9.36	10.04
Shirts and furnishings	21	4,653	151.2	+ 4.8	+52.7	40,543	100.9	+ 6.2	+65.1	8.71	8.60
Food products (8)	204	21,080	89.8	- 0.4	- 0.9	390,654	72.0	+ 0.1	+ 1.0	18.53	18.68
Bread and bakery products	62	6,687	101.5	+ 1.8	- 9.8	136,318	80.0	+ 3.6	-10.1	20.39	20.13
Confectionery	40	5,475	72.8	-10.1	- 5.1	72,619	49.6	-16.2	- 7.6	13.26	14.21
Ice cream	22	1,272	76.4	- 2.8	-14.4	31,335	59.3	- 2.1	-22.2	24.50	24.82
Slaughtering and meat packing	25	3,457	86.4	+ 1.9	- 0.1	72,658	62.8	+ 2.1	- 7.4	21.02	20.86
Butter and creamery products	4	160	120.1	0.0	+ 5.3	3,637	83.2	- 0.4	-11.9	22.73	22.81
Beverages	17	1,143	97.7	- 0.4	+77.3	34,806	106.1	+ 0.2	+116.1	30.45	30.19
Flour	7	151	88.2	+ 2.1	+31.4	3,137	64.8	+ 9.1	+21.3	20.77	19.45
Canning and preserving	27	2,728	83.5	+ 1.6	- 0.2	36,144	50.7	+ 5.1	- 0.6	13.25	12.90
Stone, clay and glass products (6)	168	22,811	69.9	+ 5.4	+27.6	356,924	33.5	+ 5.7	+49.6	15.65	15.92
Brick, tile and terra cotta	73	3,881	66.0	+20.2	+32.0	52,154	30.2	+33.6	+73.6	13.44	12.13
Pottery	11	1,699	79.7	- 1.8	+27.5	22,808	53.3	- 5.2	+41.8	13.42	13.93
Cement	15	4,985	63.2	+ 6.6	+25.1	76,835	27.7	+ 9.1	+42.1	15.41	14.99
Glass	42	10,568	75.6	- 3.2	+22.5	177,952	35.7	- 8.0	+33.7	16.84	17.73
Marble, granite and slate	16	448	51.6	+10.3	+11.7	5,725	23.8	+12.8	+14.4	12.78	12.46
Asbestos and magnesite	7	1,230	94.7	+ 2.2	-	21,450	61.7	+ 4.2	-	17.44	17.08
Lumber products (3)	87	4,467	40.5	+ 1.8	+ 4.9	60,355	23.5	- 2.9	+ 2.2	13.51	13.98
Lumber and planing mills	43	1,230	25.3	+ 1.6	- 2.3	17,779	15.8	- 6.5	-22.2	14.45	15.55
Furniture	38	2,637	49.1	+ 0.8	+14.5	36,307	28.8	+ 1.4	+29.1	13.77	13.69
Wooden boxes	6	600	60.8	+ 3.8	- 7.6	6,269	35.5	- 9.2	- 7.8	10.45	12.00
Chemical and allied products (6)	108	15,117	79.3	+ 9.8	+12.0	330,907	64.7	+14.9	+24.2	21.89	21.60
Chemicals	41	1,591	60.7	+ 2.7	+ 6.8	35,886	51.9	+ 6.4	+16.1	22.56	21.71
Drugs	8	1,366	78.0	+ 1.2	+ 4.1	23,151	68.0	+ 1.8	+ 1.5	16.95	16.87
Coke	5	2,875	81.2	+45.5	+47.9	53,074	56.9	+80.1	+185.9	18.46	14.94
Explosives	5	515	49.7	+ 1.2	- 3.1	10,401	38.9	+19.3	+36.0	20.20	17.12
Paints and varnishes	36	1,788	96.8	+ 2.0	+20.7	33,035	69.3	- 2.9	+23.1	18.48	19.42
Petroleum refining	13	6,982	98.7	- 1.6	- 4.9	175,360	90.8	- 1.8	- 9.7	25.12	25.19
Leather and its products (3)	56	12,059	89.8	+ 7.2	+28.8	202,090	71.8	+16.0	+43.3	16.76	15.92
Leather tanning	24	6,449	84.8	+ 4.4	+22.9	124,721	67.9	+ 5.4	+34.2	19.34	19.18
Shoes	29	5,500	93.9	+ 7.3	+34.1	75,495	76.4	+22.4	+48.6	13.73	12.02
Leather goods	3	110	87.0	+15.8	+22.5	1,874	68.4	+24.6	+57.6	17.04	14.64
Paper and printing (4)	173	20,731	82.1	+ 0.7	+ 5.1	461,451	62.4	- 0.8	- 2.0	22.26	17.45
Paper and wood pulp	33	7,017	84.4	+ 5.4	+26.9	135,047	58.7	+ 6.5	+35.6	19.25	19.05
Paper containers	32	3,015	89.6	+ 3.1	+34.5	42,513	66.9	+ 4.5	+38.8	14.10	13.83
Printing	108	10,699	79.5	- 1.9	- 7.2	283,891	63.1	- 3.7	-13.3	26.53	27.04
Book and job	62	3,901	73.0	- 2.9	-11.1	90,302	56.2	- 4.4	-13.7	23.15	23.57
Newspapers and periodicals	46	6,798	88.0	- 0.6	- 2.8	193,589	70.6	- 2.8	-12.8	28.48	29.06
Other manufactures (3)	52	12,391	-	-	-	161,883	-	-	-	13.06	14.15
Cigars and tobacco	42	10,056	61.8	+ 2.5	+ 0.2	116,655	40.6	- 3.6	-10.2	11.60	12.33
Rubber tires and goods	4	2,138	95.3	+10.4	+39.1	41,236	78.4	- 8.4	+ 8.9	10.29	23.28
Musical instruments	6	197	82.1	0.0	+ 1.6	3,992	24.9	+33.9	+49.1	20.26	15.18

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended July 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended July 15, 1933	Index numbers 1923-1925=100			week ended	
			July 1933	Per cent change compared with			July 1933	June 1933	July 1932	July 15, 1933	June 15, 1933
				June 1933	July 1932						
Anthracite coal mining ² -----	160	59,940	42.7	+11.0	— 1.2	\$1,518,796	32.1	+11.5	+10.7	\$25.34	\$25.23
Bituminous coal mining -----	454	58,923		+ 5.3	-----	805,129	-----	+20.8	-----	13.66	11.91
Quarrying & non-metallic mining -----	151	5,500		+16.3	-----	86,044	-----	+24.1	-----	15.64	14.66
Construction:											
Building -----	1,256	9,909	-----	+ 2.9	—15.1	178,277	-----	+ 1.3	—32.1	17.99	18.28
Street and Highway:											
State -----	3	35,643	-----	—19.1	-----	-----	-----	-----	-----	-----	-----
Municipal -----	18	611	-----	—13.9	-----	5,656	-----	— 0.4	-----	9.26	8.00
Contractors -----	38	2,700	-----	+ 3.8	-----	24,788	-----	— 2.9	-----	9.18	9.81
Other construction -----	71	3,097	-----	+ 1.3	— 0.4	61,670	-----	+ 1.7	—20.8	19.91	19.84
Crude petroleum producing -----	18	306	-----	+ 4.1	-----	7,281	-----	+ 2.3	-----	23.79	24.20
Dyeing and cleaning -----	18	976	-----	— 3.3	-----	15,808	-----	—12.8	-----	16.20	17.97
Hotels -----	183	9,357	-----	— 1.9	-----	108,992	-----	— 4.3	-----	11.65	11.95
Laundries -----	41	3,089	-----	— 0.6	-----	42,622	-----	— 3.6	-----	13.80	14.23
Transportation & communication -----	214	41,450	-----	— 0.9	-----	961,629	-----	— 2.7	-----	23.19	23.61
Other public utilities -----	40	17,537	-----	+ 0.2	-----	486,580	-----	+ 1.4	-----	27.75	27.41
Retail trade -----	326	24,689	-----	— 4.5	-----	455,584	-----	— 4.8	-----	18.45	18.52
Wholesale trade -----	127	3,520	-----	+ 0.5	-----	92,601	-----	+ 1.8	-----	26.31	25.95
Banking and brokerage -----	630	15,520	-----	+ 0.8	-----	472,696	-----	+ 1.9	-----	30.48	30.15
Insurance and real estate -----	173	8,244	-----	— 0.3	-----	242,304	-----	+ 0.1	-----	29.39	29.29
Total—non-manufacturing -----	3,918	265,368	-----	+ 3.3	-----	5,566,157	-----	+ 5.2	-----	20.98	20.60
Total—manufacturing -----	1,729	345,465	68.2	+ 4.0	+16.2	5,761,576	45.3	+ 7.9	+36.4	16.68	16.23
GRAND TOTAL -----	5,647	610,833	-----	+ 3.7	-----	11,327,733	-----	+ 6.5	-----	18.54	18.05

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, July 1, 1933—Not included in totals.

BUILDING PERMITS SHOW REDUCTION

The recovery during the last four months has reduced the relative degree of unemployment in the various counties to a considerable extent. Three counties, Carbon, Luzerne, and Schuylkill, all anthracite coal counties, still show more than 40 per cent of the working population unemployed. Sixteen counties, including the remaining principal anthracite coal counties, a number of the large bituminous counties, and manufacturing centers such as Allegheny, Erie, and Philadelphia counties, had between 30.0 and 39.9 per cent of the working population unemployed. Thirty-nine counties had between 20.0 and 29.9 per cent unemployed, and 9 counties showed less than 20 per cent unemployed in July.

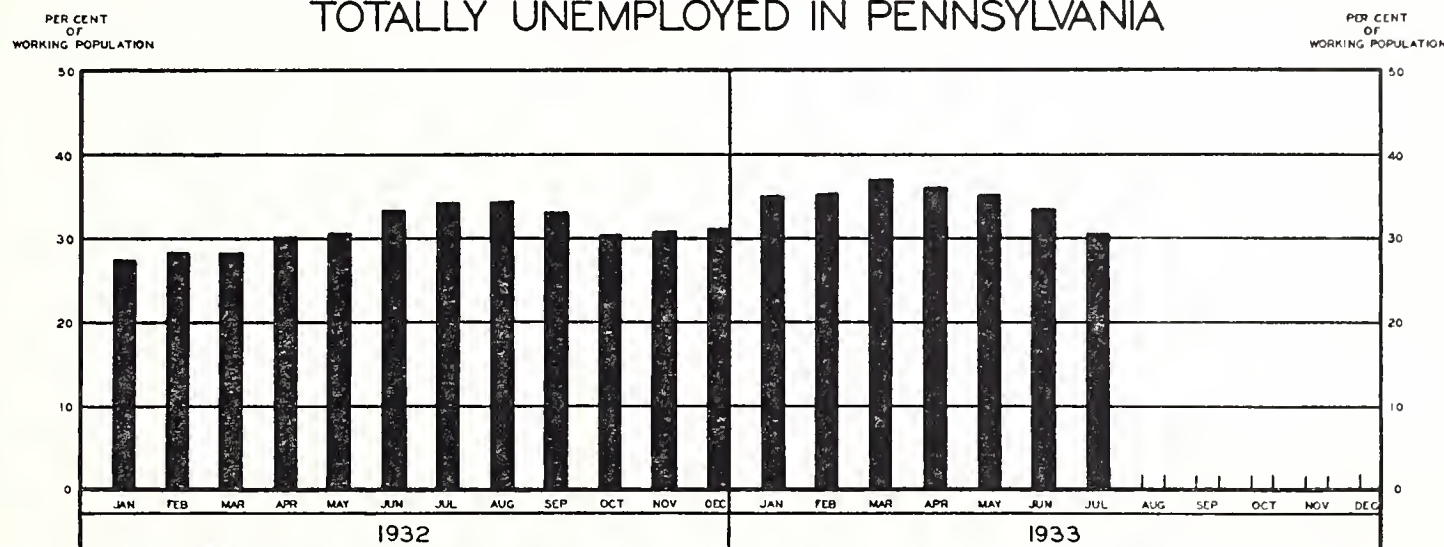
The recession in building construction customary in Pennsylvania during July amounted to only 7.9 per cent this year as compared with a 55.8 per cent drop from June to July in 1932. Reports to the Department of Labor and Industry from building inspection offices in 71 Pennsylvania municipalities show a total of 1,839 permits issued during July for building construction to cost \$2,054,175. In June last year permits were issued for work costing \$2,230,370, a decrease this year of \$176,195, or 7.9 per cent.

The volume of building in 45 Pennsylvania municipalities totaled \$10,671,887 for the first seven months of 1933 as compared with \$20,860,230 for the corresponding period of 1932, a decline of \$10,188,343, or 48.8 per cent.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

INDUSTRIAL AREA	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended July 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended July 15, 1933	Index numbers 1923-1925=100			week ended	
			July 1933	Per cent change compared with			July 1933	Per cent change compared with		July 15, 1933	June 15, 1933
				June 1933	July 1932			June 1933	July 1932		
Allentown—Lehigh (3 counties) -----	139	29,023	67.0	+ 7.9	+25.2	\$415,844	44.5	+12.7	+52.4	\$14.33	\$13.72
Altoona (2 counties) -----	26	5,508	78.5	+13.1	+ 6.7	92,346	50.3	+61.2	+89.1	16.77	11.80
Chambersburg (3 counties) -----	12	1,259	53.5	— 8.4	—12.9	13,761	28.5	—12.3	—13.4	10.93	11.43
Clearfield (4 counties) -----	34	4,050	60.2	+ 9.9	+42.3	64,563	39.7	+12.8	+49.8	15.94	15.54
Erie (2 counties) -----	60	8,155	64.6	+11.2	+19.2	145,309	42.0	+ 9.9	+24.6	17.82	18.10
Harrisburg (3 counties) -----	52	11,413	52.7	+ 8.4	+ 5.2	158,592	33.4	+11.7	+16.4	13.90	13.52
Johnstown (3 counties) -----	23	9,493	40.6	+14.7	+18.7	189,334	37.0	+34.1	+166.2	19.94	16.98
Kane—Oil City (5 counties) -----	35	3,049	45.9	— 1.5	+15.3	52,727	31.9	+ 4.2	+18.6	17.29	16.31
Lancaster (1 county) -----	58	8,422	81.3	+ 3.8	+34.6	114,082	50.4	— 2.3	+41.2	13.55	14.40
Lewistown (3 counties) -----	6	1,618	52.4	+22.4	+30.3	26,583	35.0	+45.2	+86.2	16.43	13.84
Philadelphia (5 counties) -----	535	103,109	66.6	+ 3.9	+14.8	1,997,335	48.0	+ 6.0	+21.8	19.37	18.97
Pittsburgh (8 counties) -----	291	86,673	68.5	+ 6.7	+16.5	1,438,966	42.3	+ 9.3	+54.9	16.60	16.17
Pottsville (2 counties) -----	22	3,511	69.8	+ 5.6	+24.4	56,995	44.0	+ 9.2	+34.1	16.23	15.69
Reading—Lebanon (2 counties) -----	107	17,585	54.4	—19.8	—10.4	257,535	32.5	—22.1	+21.7	14.65	14.57
Seranton (5 counties) -----	52	5,613	72.4	+ 2.8	+37.6	89,444	58.3	+ 1.2	+39.1	15.94	16.16
Sharon—New Castle (2 counties) -----	32	10,054	52.6	+ 8.5	+27.7	184,024	34.3	+12.1	+107.9	18.30	17.64
Sunbury (4 counties) -----	29	6,688	67.2	+14.9	+13.9	81,365	40.0	+34.7	+ 9.9	12.17	10.39
Wilkes-Barre (3 counties) -----	63	15,849	101.2	+13.7	+34.0	183,153	64.5	+ 3.4	+29.5	11.56	12.69
Williamsport (5 counties) -----	47	5,133	69.0	+ 6.0	+20.0	74,829	38.9	+ 1.8	+36.5	14.58	15.16
York—Adams (2 counties) -----	87	11,032	70.0	+ 5.6	+15.7	162,337	58.9	+ 5.4	+32.1	14.72	14.74

ESTIMATED PERCENTAGE OF WORKING POPULATION TOTALLY UNEMPLOYED IN PENNSYLVANIA



INCREASED ACCIDENTS FOLLOW RE-EMPLOYMENT OF WORKERS

The return of many Pennsylvania workers to productive employment after long periods of idleness was largely responsible for a 6.4 per cent increase in industrial accidents during July. Reports of 73 fatal and 7,779 non-fatal accidents were received by the Department of Labor and Industry during July as compared with 75 fatal and 7,303 non-fatal accidents reported in June, a decrease of 2.7 per cent in fatalities, but an increase of 6.5 per cent in non-fatal injuries.

The relative increase or decrease in accidents, employment, and payrolls for July, 1933, as compared with June, 1933, by industry groups, is shown in the following table:

INCREASE OR DECREASE IN ACCIDENTS, EMPLOYMENT, AND WAGE PAYMENTS FOR JULY, 1933, AS COMPARED WITH JUNE, 1933

Industry	Industrial accidents	Employment	Wage payments
	Per cent	Per cent	Per cent
All industries	+ 6.4	+ 3.7	+ 6.5
Anthracite coal mining	+ 2.9	+11.0	+11.5
Bituminous coal mining	+18.3	+ 5.3	+20.8
Construction and contracting	- 1.4	+ 2.0	+ 0.9
Manufacturing	+10.7	+ 4.8	+ 7.3
Quarrying	+35.8	+16.3	+24.1
Retail trade	- 7.9	- 4.5	- 4.8
Wholesale trade	- 6.1	+ 0.5	+ 1.8

FATAL ACCIDENTS FEWER

Except for the 57 fatalities reported in May, 1933, the 73 accidental deaths during July marked the lowest number recorded for any month since the Workmen's Compensation Law became effective in January, 1916. Decreases in fatal accidents for July as compared with June were reported for quarries, state and municipal employment, hotels and restaurants, and transportation. Manufacturing industries and public utilities reported the same number of accidental deaths for July as for June, while increased fatalities were shown for anthracite and bituminous coal mines, construction and contracting, wholesale and retail trade, and miscellaneous industries.

ACCIDENTS FOR SEVEN MONTHS OF 1933 DECLINE

Accident totals for the three major divisions of industry for the first seven months of 1933 in comparison with totals for the same period in 1932 are as follows:

ACCIDENTS REPORTED TO DEPARTMENT OF LABOR AND INDUSTRY

Industry	Seven months 1933		Seven months 1932		Per cent increase or decrease in 1933	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	273	31,037	307	30,937	-11.1	+ 0.3
Coal mining	231	13,648	258	15,389	-10.5	-11.3
Transportation and public utilities	59	1,842	56	2,087	+ 5.4	-11.7
Total	563	46,527	621	48,413	- 9.3	- 3.9

COMPENSATION

Compensation agreements were approved or awards made in 3,074 cases during July obligating the payment of \$457,530 in compensation benefits to the workers or their dependents. The amount awarded for July was the smallest for any month since January, 1916, and was \$414,335, or 47.5 per cent, less than the amount awarded in July, 1932. The Romig decision of the Superior Court is largely responsible for this drop in both the number of agreements and the amount of compensation in July. The number of approved agreements decreased because of the general misunderstanding concerning the proper method of computing weekly wages since the Superior Court decision was issued. The supplement to rules for ascertaining weekly wages issued by the Workmen's Compensation Board on June 6, 1933, provides that, except in seasonal employments, when less than 5½ days constitute an ordinary work-week in the employers' place of business, the weekly wage of the employe shall be ascertained by multiplying the average daily wage by the number of days constituting such work week.

In cases of agreed or proved "staggered employment," within the meaning of the Court's decision, the contract of hiring shall establish the number of days in the work-

(Continued on Page 8)

INDUSTRIAL BOARD

(Continued from Page 3)

The following devices were approved:

Company	Device
The Gamewell Fire Alarm Company, Newton, Mass.	Classes D-1, F-1, D-2, F-2, DA-Form CR, and DA-Form NC fire alarm systems (replacing present certificate of approval number 459).
National District Telegraph Company, New York City.	Type 836-YU unit of group fire alarm system.
Rush Township High School, Rush, Pa.	Class B fire alarm system.
Valley Camp Coal Company, W. Brownsville, Pa.	Type 168-A Boiler Door Latch.
Standard American Window Safety Device Company, Chicago, Ill.	Type F-1 Window Cleaners Anchors.
Harrison-Weise Company, Chicago, Ill.	4-bolt security safety anchors.
Media Concrete Products Company, Media, Pa.	Concrete blocks for elevator shaftways.
Vonnegut Hardware Company, Indianapolis, Ind.	Types A, B, C, F, K, and X panic bolts. Replacing present approval of panic bolts.
Wayne Iron Works, Wayne, Pa.	Types B, C, E, F, and G, portable Grandstands.
Utilities Service Company, Troy, Pa.	Models 2 and 3 emergency lighting systems.
Utilities Service Company, Troy, Pa.	Models 4, Types 1-A, 1-B, 1-C, 2-A, 2-B, 2-C, 3-A, 3-B, 3-C, 4-A, 4-B, and 4-C emergency lighting systems.
Gem Manufacturing Company, Pittsburgh, Pa.	Two handed tripping device for power presses.

Approval of the following devices has been rescinded:

Name	Device	Approval number	Date of approval
Charles J. Field's Sons, 633 Market Street, Philadelphia, Pa.	"Whitner" 4-bolt safety window cleaner devices.	105	May 28, 1918
Westinghouse Electric Co. East Pittsburgh, Pa.	Safety belt for window cleaners.	66	July 27, 1917
Acme Window Safety Device Company, 48 W. 27th St., New York City.	Acme window safety device when installed with a through bolt in the building walls and when no lag screws are used.	495	February 25, 1926
National Window & Office Cleaning Company, 105 East Pleasant St., Baltimore, Md.	Window cleaning device when used with those fixtures which conform to the window cleaning regulations.	514	May 26, 1926
John K. Green, Inc., 15 East 40th Street, New York City.	Window cleaning belt fastener.	589	August 17, 1927
" " "	Double Knob Tusk, Type No. 5 window cleaners' bolt.	799	January 19, 1931
American Window Safety Device Co., Chicago, Ill.	Types 1-N, 6-N, and B-2 fastenings for window cleaners' appliances.	712	February 20, 1929
" " "	Type 6-F anchor.	913	April 25, 1932
Janitors Supply Co., Third Ave. & Market St., Pittsburgh, Pa.	Jasuco belt when used in conformity with the Regulations of the Department for Window Cleaning.	733	July 16, 1929
Truscon Steel Co., Youngstown, Ohio.	Type 1-F Everfast Window Cleaning Bolt as manufactured by R. J. Dickey and Sons, Inc., Columbus, Ind.	727	April 7, 1929
Pratt Food Company, Philadelphia, Pa.	"Brandt" safety guard for printing presses.	19	October 3, 1916

The following regulations and interpretation were approved by the Industrial Board at the meeting held September 13, 1933:

REGULATIONS

Regulations for Boilers.

- Revisions to the Regulations for Boilers as follows:
Locomotive Boilers: L-42.

Heating Boilers: H-42, H-46, H-64, H-95, H-99, H-117, omit H-80.

Power Boilers: P-12, P-102, P-103, P-108, P-111, P-190, P-195, P-269, P-288, P-314, P-327.

Specifications: S-1, S-5, S-7, S-17, S-18.

Inspection Section: I-61.

First Internal Inspection Report.

External Inspection Report.

Internal Reinspection Report.

- Section 1, paragraph (t) of General Requirements for Boilers amended to read:

"Where required by the Department, walkways shall be provided on the tops of settings or elsewhere to provide accessibility for the operation or servicing of boilers. Such walkways shall consist of metal platforms or runways with safety tread of a minimum width of thirty (30) inches."

Regulations for Elevators.

- Rule 263 (c) rescinded.

INTERPRETATION

Regulations for Elevators.

- Interpretation of Rules 219 (a) and 239 (a):

"It is interpreted that shaftways of passenger and freight elevators are required to be constructed of fire resistive materials where the car travel is such that the elevator serves more than two stories of a building."

LABOR STATISTICS

(Continued from Page 7)

ing week. Employees on public relief projects are accepted. When the contract of hiring does not disclose an agreement as to the number of working days, then the number of days a week most regularly worked in the preceding six months shall determine the work week.

Except as modified to conform to the Romig decision the long-standing rule of 5½ working days a week applies.

It is estimated that this decision in the Romig case will reduce the average compensation award or agreement by approximately one-fourth.

EMPLOYING HANDICAPPED

(Continued from Page 1)

and Mark M. Walter, Director of the Pennsylvania Bureau, attended the meeting and discussed with the group some of the outstanding problems that confront the Rehabilitation Service.

A second meeting was scheduled for September at the National Farm School, Doylestown, where a training program for some of the Bureau's clients is now in formative stage.

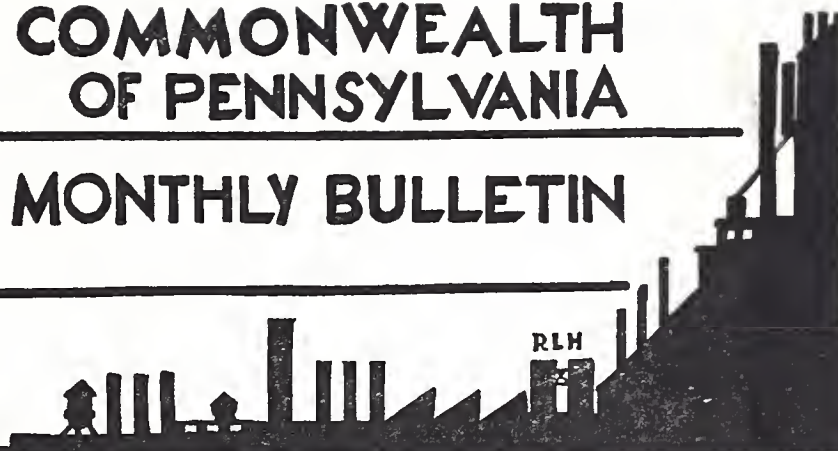
LABOR

AND

INDUSTRY

COMMONWEALTH OF PENNSYLVANIA

MONTHLY BULLETIN



Vol. XX, Nos. 10 and 11

HARRISBURG, PA.

October, November, 1933

INDUSTRIAL RECOVERY AND THE DEPARTMENT

For the first time in almost two years there are less than a million unemployed workers in Pennsylvania. Almost half a million people have found jobs of some sort since March. This drift back to work took place before any great amount of public works money had been put into Pennsylvania, or before the diluted inflation plan of the National Administration had begun.

The gradual pressure on employers to enter into an equality of competition with other employers—to accept and live up to codes of fair competition, has been going on. The gradual reduction of average hours of employment is one clear result of this development.

The economic fate of many employers and the workers in their factories hinges on the success of the National Government in persuading their many recalcitrant competitors who have either not accepted any code or who find that nobody is forcing them to obey the provisions of the code, to fall into step.

So far the enforcement of the codes in many sections has been on a somewhat slow or casual basis, except where an occasional code authority, representing the employers, has decided to do its own policing.

Somewhat unusual by-products of the new industrial planning have come to light from time to time. The Bureau of Women and Children found home-workers in Philadelphia sewing NRA labels into garments for 8 cents an hour. It found a sub-contracting plant near Harrisburg sewing them on while paying about one-fourth of the code wage, and having a sign posted that it was not operating under any code. A large furniture manufacturing company asked its employees to sign a contract waiving their protection under both State and Federal laws, and its employees signed for fear of losing their jobs. In addition the State has had a great number of strikes, the majority of which have involved questions of interpretation of the codes. Part of those labor controversies have been due to the fact that there has been for the whole State no simple or automatically functioning agency to interpret the disputed issues or to enforce the code provisions. The United States Conciliation Service has func-

tioned successfully as an agency of the National Labor Board in many of the disputes, but has been far from able to cover all of them throughout the scattered industrial area of Pennsylvania. Probably a large share of the wage loss to the State during the past three months could have been saved if sufficient State or Federal officials, properly authorized, had been available and had been ordered into action.

The return to work of almost 500,000 workers is placing the Department of Labor and Industry in the position of assuming renewed responsibilities with a staff cut to the bottom of the depression level. Industrial production is nearing the level of two years ago, but the inspection force, 174 people in 1931, now numbers 129. The increase in accidents from 5600 a month to 8700 a month involves more work for the Compensation sections of the Department and for the Bureau of Rehabilitation.

Several of the agencies in the Department must carry new obligations imposed upon them by Washington. The attempt to secure far more complete data than is now available in order to measure the effect of various successive steps in the NRA program is involving extra efforts on the part of the Bureau of Statistics. The Bureau of Employment, designated by the Public Works Administration as the Government's reemployment agency, has received double the number of job applicants, has placed men in the Conservation Camps, when requested by the local relief agencies, has transferred skilled workers from one section of the State to the other and has been called upon to grant hours exemptions to firms experiencing a lack of skilled workers in their localities. It is now choosing the unemployed teachers to serve in the program for adult education for the unemployed.

The various problems which come along with code enforcement involve economic life or death to many Pennsylvania employers and workers. The problems are somewhat accentuated in Pennsylvania over other states because many sections of Pennsylvania have for years paid sub-code wages and have never had the problems of labor organization before them.

*The Twentieth Anniversary of the Department Will be Celebrated
by a Special Bulletin in December*

P38.14

MONTHLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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A. W. MOTLEY

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October, November, 1933

All material is released to the press upon receipt

SPECIAL SESSION

On November 9, 1933 Governor Pinchot issued a call for a Special Session of the General Assembly.

In that call he specified certain measures affecting the welfare of labor and of industry, as fit subjects for consideration by the General Assembly.

"3. Recovery legislation, including co-operation with the National Recovery Administration and other Federal agencies; regulation of intra-state business to prevent unfair competition; authority to the Governor and other State officers to apply for and meet the conditions necessary to receive Federal grants, advances or loans to the State or for self-liquidating projects; legalization of home loan bonds as investments; authority to municipalities to construct public works, to apply for and accept Federal grants and loans and to issue revenue bonds; creation or supervision of housing corporations; establishment of 'authorities' for the construction of public works; cancellation of public contracts at the request of contractors whose costs have been increased because of membership in N. R. A.; and authorization of a tunnel under the Delaware River between Pennsylvania and New Jersey.

4. Old age assistance, unemployment insurance, workmen's compensation, rehabilitation of industrial areas in which industries have permanently closed down, prohibition of private employment of deputy sheriffs, and regulation of hours, wages, payment, and conditions of labor."

According to the call it is also suggested that the profits from the suggested State liquor stores could be used "for unemployment relief, old age assistance and unemployment insurance or any of these purposes."

From new taxes from alcoholic beverages it was suggested that various things could be done, among them, "unemployment relief, restoration of the work formerly done by the Bureau of Industrial Relations, Department of Labor and Industry.....additional expenses of the Treasury Department and the Departments of Health, Labor and Industry, Property and Supplies and Revenue....."

The Department of Labor and Industry is strongly interested in legislation to provide for aid to workers who are unable to collect their earned wages from their employers. Nor should the payment of wages be avoided by forcing employes to take stock which has no market value and is not redeemable on demand. These two pieces of legislation have to do with stabilizing and maintaining purchasing power and preventing unfair competition.

The Department is also interested in raising the age of children in industrial employment and in providing that after the N. R. A. codes have run their course of years a

FOOTBALL SAFETY

Many football games in Pennsylvania are being viewed from either new or reinforced grandstands this year. Following the promulgation of safety regulations for grandstands by the Industrial Board in August, inspection of numerous stands was made, with the result that many were condemned and others were ordered strengthened.

Lack of inspectors make it impossible for the Department to check on all grandstands, and as a result co-operation of the school authorities in this inspection is sought.

"Football is a great game," John Campbell, acting director of the bureau of inspection said, "but should not be witnessed from the bottom of a heap of spectators!"

bottom be still maintained by a permanent minimum wage, at least for women and minors.

The Department believes that enforcement of both code rules and state laws covering hours and wages will have to be done by those trained to it impartially, if it is to be done with any effectiveness at all.

SAFETY ADVISORY BOARD

Six leaders in their respective fields were appointed by Charlotte E. Carr, Secretary of Labor and Industry, to a newly created Pennsylvania Safety Advisory Board. The function of the Board will be to counsel with the Department on all matters of safety, particularly on the yearly safety programs as carried out by the bureau of inspection. The Board also will make recommendations on the advisability of accident prevention measures by the bureau of industrial standards and the State Industrial Board.

Members of the Board who will serve without remuneration are: Henry Y. Shaub, widely known Lancaster architect; William P. Yant, superintendent of the U. S. Bureau of Mines Experiment Station, Pittsburgh; Dr. John W. Hallock, head of the industrial engineering department of the University of Pittsburgh; Lt. Col. Henry A. Reninger, a nationally known safety engineer, of Allentown; and John A. Phillips, president of the Pennsylvania Federation of Labor.

INDUSTRIAL BOARD

The following regulations were approved by the Industrial Board at the meeting held October 11, 1933:

Regulations

Regulations for Mines other than Coal Mines.

The last sentence of Rule 352 (d) (AI) amended to read as follows:

"From forty-five (45) degrees to ninety (90) degrees ladders or other means acceptable to the Department shall be used."

The following devices were approved:

Company	Device
Patent Scaffolding Company, Philadelphia, Pa.	Twin drum safety scaffold machine.
Chicago Eye Shield Com- pany, Chicago, Ill.	Style number 601 Health- guard Sandblast Mask.

WORKERS' COMPENSATION GRIEVANCES

By STEPHEN B. SWEENEY, *Director,
Bureau of Workmen's Compensation*

During the summer months numerous public hearings were held throughout the State by the committee Governor Pinchot appointed last spring "to study the legal and practical aspects of Workmen's Compensation and Insurance." It is expected that a preliminary report will be made soon.

If these hearings served no other purpose they, at least, gave claimants an opportunity to air their grievances against the shortcomings of the law and its administration. One of the chief points of attack was the amendment which was put into Section 413 during the last days of the 1927 session. This amendment and subsequent Court decisions interpreting it have narrowly limited the workers' rights to reopen even the most worthy cases of recurrence or of increased disability. It is questionable whether there is any other Compensation Law in the United States with such a narrow statute of limitations.

Delay in payments resulting from alleged tendencies of many of the insurers to take advantage of every technical feature of the law was another of the many disturbing grievances. The controversy over the five and one-half day determinant of weekly wage is partly responsible.

The Bureau of Workmen's Compensation has been compelled to disapprove thousands of agreements because of the use of a wrong wage basis in fixing the compensation agreed upon. This situation has continued even after the Superior Court's famous Romig decision in May 1933. The vagueness of that decision necessitated the promulgation by the Workmen's Compensation Board of supplemental wage rules of interpretation. Various insurers have refused to abide by these rules. The result has been an unabated stream of disapprovals by the Bureau causing many months of suspended payment. Claim petitions must be filed and heard before payments can be continued under our present law.

It is clear that the law should be amended to protect insurers making payments under disapproved agreements and at the same time, to require them to file "petitions on agreed facts" to hasten and assure determination of a claimant's rights.

There are many cases in which employes either neglect or are afraid to file claim petitions when agreements have been disapproved. They merely accept the compensation agreed upon in the disapproved agreement. It is very doubtful whether such claimants can reopen their cases or demand continuance of even this disapproved amount of compensation after one year has elapsed. This is another instance of the narrowness of the statute of limitations found in the Workmen's Compensation Act. For these reasons insurers should be compelled to do something about disapproved agreements. "Petitions on agreed facts" eliminate much of the usual delay involved in referees' hearings. Humane insurers (including self-insurers) might well consider the wisdom of voluntarily using this short cut to eliminate much of the hardship involved in the suspension of payments upon the disapproval of agreements.

GRANDSTAND SAFETY RULES

By S. W. HOMAN, *Assistant Director,
Bureau of Standards*

After a year of research work by the Bureau of Industrial Standards, regulations governing the construction of portable steel and wood grandstands, have been completed and promulgated by the Secretary of Labor and Industry. All grandstands hereafter erected, whether of the portable or permanent type, must be built in accordance with these regulations.

A representative of the Bureau also is the chairman of the technical committee for portable steel and wood grandstands of the American Standards Association Grandstand Code Committee. Thus the two projects, State regulations as well as recommendations for National regulations, were developed simultaneously. The Department thus benefitted by the experience of the experts of the National Committee, the best technical talent available. This is one of the methods by which the Department obtains the information on which its regulations are based, and explains the reason for the most universal acceptance of the regulations when completed.

One of the problems to be worked out was the determination of the horizontal stresses set up in a grandstand by the movements of the occupants. This had never before been accurately measured and designers of grandstands have used their own judgment in this respect in the absence of known data.

For the purpose of a state regulation this was found to be inadequate as the safety of the grandstand is entirely dependent upon the design. The Wayne Iron Works, of Wayne, Pennsylvania, offered to the Department the facilities of its organization for experimentation in the construction of apparatus to measure these stresses. Test apparatus was constructed and experiments performed to measure the stresses set up due to movements of the occupants under different conditions of loading. A section of a portable grandstand was used and the occupants went through all the motions which would be expected if watching an exciting football game. They all arose in unison, cheered, jumped up and down, and otherwise acted as if led by a college cheer leader. The stress set up by this concerted action was calculated and these calculations used as a basis for determining the sway force due to the occupancy.

Under these new regulations, grandstands or bleachers are divided into two primary groups, permanent and portable. Before a permanent grandstand may be erected, it is required that the plans for the stand be approved. Approval is given only after the plans and calculations have been thoroughly checked by the Department. Portable grandstands must likewise be approved. The approval, however, is issued to the manufacturer, and after approval of any type is granted, any number of installations may be made.

Some of the chief provisions of the regulations are: The grandstand shall be designed to support a uniformly distributed live load of 120 pounds per linear foot of seats plus 120 pounds per linear foot of footrests, and shall be designed to resist a horizontal sway force of 24 pounds per linear foot of seats parallel to the seats and 10 pounds per linear foot of seats in a direction perpendicular to the seats; the seats and footboards must be fastened to the

(Continued on Page 12)

REVIEW OF INDUSTRIAL STATISTICS

By WILLIAM J. MAGUIRE, Director, Bureau of Accounts and Statistics

GAINS IN EMPLOYMENT CONTINUE

Industrial employment and payroll totals moved upward again in September marking the sixth consecutive month of gain. Reports from 5,580 firms representative of employment in fourteen major industries of the State showed further gains of 5.5 per cent in employment and 5.7 per cent in payrolls for September as compared with August. The September employment gain was the second largest advance reported this year and represents a 22 per cent increase over the low point of last March. It is estimated that nearly a half million workers have returned to jobs in Pennsylvania industries in the last six months.

MANUFACTURING EMPLOYMENT INCREASES

The trend of employment and payrolls in manufacturing continued upward in September although payrolls showed a much smaller gain than employment. Reports from more than 1,700 employers engaged in 68 branches of manufacturing activity showed a 4.3 per cent employment increase and an 0.9 per cent gain in payrolls for September as compared with August. Total working time in Pennsylvania factories as reported by nearly 1,300 firms decreased 4.3 per cent. Average weekly earnings of manufacturing workers declined 3.6 per cent. Employment gains for the August-September period were shown for 52 of the 68 industries covered in the manufacturing report. Increased payrolls were shown for 40 of the 68 industries. Largest employment gains were in the metal, textile, food, lumber, and chemical manufacturing groups.

Individual industries that showed employment gains of 10 per cent or more included stoves and furnaces, electrical apparatus, engines and pumps, jewelry and novelties, ship-building, hosiery, other knit goods, women's clothing, confectionery, canning and preserving, furniture, chemicals, and petroleum refining. Of sixteen manufacturing industries reporting decreased employment, largest reductions were shown for foundries, silk and woolen goods, textile dyeing and finishing, brick, marble, coke, leather, and the cigar and tobacco industries.

READING-LEBANON AREA SHOWS LARGEST MANUFACTURING GAIN

Analysis of the September manufacturing reports by industrial areas reveals that the largest advance for the month was made in the Reading-Lebanon area. Reports from 109 manufacturing establishments in this area show gains of 37.3 per cent in employment and 35.6 per cent in

payrolls for September over August. Other districts showing employment gains of five per cent or more include the Clearfield, Kane-Oil City, Philadelphia, Scranton, and Williamsport areas. Decreased employment in manufacturing was shown for six of 20 areas, the Sunbury area with an 8.1 per cent reduction showed the largest decline.

GAINS IN NON-MANUFACTURING

In non-manufacturing industries September employment gained 7.1 per cent over August and payrolls increased 11.2 per cent, according to reports from nearly 4,000 employers. Average earnings of workers in non-manufacturing industries advanced 3.8 per cent over August. Large employment gains reported included anthracite coal mining 19.0 per cent, building construction 10.5 per cent, petroleum producing 13.5 per cent, dyeing and cleaning 13.4 per cent, and retail trade 10.8 per cent.

FEWER WORKERS UNEMPLOYED

In September, 1933, for the first time in the last twenty-one months, the estimated number of unemployed workers in Pennsylvania dropped below the million mark. The estimate by the Department of Labor and Industry for mid-September, 1933, placed the number of totally unemployed persons in the State at 909,363, or 24.4 per cent of the working population. This is a decrease of 128,243, or 12.4 per cent, as compared with August and is the smallest unemployment total shown by the estimates since December, 1931. The estimated number out of

work in September, 1933, is 325,000 less than a year ago, a 26.4 per cent reduction.

With the general increase of industrial employment in September, the number of unemployed persons in each county was reduced. For the first time in many months, no county had more than 40 per cent of the working population unemployed; and only three counties, Carbon, Luzerne, and Schuylkill, had more than 30 per cent unemployed. Thirty-nine counties showed between 20.0 and 29.9 per cent of the working population unemployed and 25 counties between 10.0 and 19.9 per cent.

SLIGHT REDUCTION IN BUILDING PERMITS

A decrease of 6.1 per cent in building operations during September is indicated in reports received from building inspection offices in 74 Pennsylvania municipalities. Permits were issued in these 74 communities during September for building construction to cost \$2,167,952 as com-

THE FACTS IN BRIEF

Item	Per cent change	
	August, 1933 as compared with September, 1933	September, 1933 as compared with September 1932
Employment	+ 5.5	+12.1
Payrolls	+ 5.7	+25.7
Average weekly earnings	+ 0.3	+10.0
Estimated number unemployed	-12.4	-26.4
Volume of building (74 municipalities)	- 5.8	-17.5 ¹
Industrial accidents reported .	- 9.9	+11.0
Workmen's compensation awards and agreements approved	- 1.1	-16.5
Amount of compensation benefits	+ 8.8	-15.4

¹ Comparison for 44 municipalities.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended Sept. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll— week ended Sept. 15, 1933	Index numbers 1923-1925=100			Week ended	
			Sept. 1933	Per cent change compared with			Sept. 1933	Per cent change compared with		Sept. 15, 1933	Aug. 15, 1933
				Aug. 1933	Sept. 1932			Aug. 1933	Sept. 1932		
ALL MANUFACTURING INDUSTRIES (68) ²	1,738	393,247	76.8	+ 4.3	+20.8	\$6,876,213	53.5	+ 0.9	+42.3	\$17.49	\$18.15
Iron and steel and their products (11)	442	155,377	62.6	+ 3.0	+31.0	2,665,913	43.2	- 7.3	+85.4	17.16	18.93
Blast furnaces	14	2,013	69.2	+ 4.7	+47.2	33,848	38.8	- 9.3	+119.2	16.81	19.44
Steel works and rolling mills	62	77,892	55.6	+ 1.5	+35.0	1,314,282	41.1	-15.4	+123.4	16.87	20.24
Iron and steel forgings	20	2,134	58.3	- 2.7	+35.6	37,928	37.1	-10.2	+75.8	17.77	19.22
Structural iron and steel	26	5,824	71.5	+ 3.0	+ 7.7	96,867	40.5	+ 1.3	+33.7	16.63	16.91
Heating and plumbing supplies	27	5,414	85.1	+ 4.0	+34.2	81,214	53.4	-12.0	+47.9	15.00	17.83
Stoves and furnaces	13	1,135	53.6	+13.8	+30.1	26,389	38.2	+19.7	+48.1	23.25	22.10
Foundries	70	9,340	54.6	- 6.2	+32.2	138,702	28.5	- 7.5	+70.7	14.85	15.15
Machinery and parts	107	12,533	54.0	+ 4.2	+15.6	242,978	42.6	+ 5.7	+59.6	19.39	19.15
Electrical apparatus	31	28,714	96.3	+11.6	+28.7	529,957	66.9	+16.3	+46.1	18.46	17.78
Engines and pumps	11	1,635	51.7	+13.6	+56.7	26,927	31.6	+10.5	+107.9	16.49	16.83
Hardware and tools	61	8,743	74.2	+ 0.7	+33.7	136,781	53.0	- 5.5	+77.9	15.64	16.66
Non-ferrous metal products (5)	50	6,916	84.8	+ 6.1	+25.3	122,445	66.9	+ 5.4	+36.3	17.70	16.97
Brass and bronze	23	1,302	61.2	+ 3.9	+57.7	24,654	46.7	+ 7.1	+108.5	18.94	18.37
Smelting and refining	6	2,935	87.0	+ 4.9	+37.2	52,777	70.0	+ 6.9	+56.6	17.98	17.67
Stamped, enameled and plated ware	5	1,005	23.7	+ 2.6	+40.2	16,076	12.9	+19.4	+46.6	16.00	13.70
Jewelry and novelties	7	781	75.3	+16.0	+ 8.5	14,684	60.5	+36.3	+35.0	18.80	16.00
Other non-ferrous products	9	893	130.9	+ 6.8	+10.1	14,254	105.8	- 0.7	+ 6.7	15.96	17.13
Transportation equipment (5)	78	25,044	56.3	+ 3.1	+17.0	474,575	33.7	- 1.2	+27.2	18.95	19.10
Automobiles and motor trucks	3	1,015	91.8	- 1.4	+ 7.5	16,449	26.9	-20.9	- 7.2	16.21	20.20
Auto and truck bodies and parts	20	5,402	68.0	+ 6.6	+142.0	118,522	55.0	+18.8	+172.3	21.94	19.78
Locomotives and cars	14	7,543	21.6	+ 3.3	+ 0.9	116,679	12.8	+ 2.4	+ 9.4	15.47	15.68
Railroad repair shops	37	8,373	63.6	+ 2.3	+10.4	161,874	36.9	- 5.4	+20.2	19.33	21.27
Shipbuilding	4	2,711	38.4	+13.9	+ 2.7	61,051	35.6	+27.1	-10.6	22.52	20.23
Textiles and clothing (12)	307	82,856	100.2	+ 5.8	+12.5	1,291,805	78.5	+ 7.5	+29.3	15.59	15.60
Textiles	941	71,826	98.2	+ 8.3	+15.8	1,142,624	76.9	+ 8.8	+23.8	15.91	15.99
Cotton goods	38	5,602	64.4	+ 4.2	+39.7	94,221	44.9	+ 2.0	+44.8	16.82	17.17
Woolens and worsted goods	17	5,492	91.9	- 5.3	+33.2	96,368	80.3	- 8.8	+46.0	17.55	18.23
Silk manufactures	89	27,668	109.7	- 6.5	+ 8.9	330,974	65.9	-15.2	+11.1	11.96	13.31
Textile dyeing and finishing	21	2,520	86.2	-10.5	+ 5.6	48,401	68.2	-11.2	- 2.2	19.21	19.40
Carpets and rugs	14	2,953	56.4	- 2.6	+32.4	48,697	38.6	- 8.5	+47.9	16.49	17.61
Hats	5	3,291	79.1	+ 3.0	+21.3	75,304	73.4	+12.9	+20.9	22.88	20.87
Hosiery	36	18,971	125.4	+63.3	+11.9	358,447	121.3	+72.8	+36.8	18.89	17.87
Knit goods, Other	12	3,320	89.8	+11.6	+21.7	54,575	92.2	+ 7.2	+32.9	16.44	17.11
Millinery and lace goods	9	2,009	77.0	+ 0.1	+ 7.5	35,637	70.0	- 3.3	+ 9.0	17.74	18.37
Clothing	66	11,030	108.0	- 2.2	+ 2.2	149,181	85.9	+ 1.5	+35.9	13.53	13.29
Men's	31	4,935	81.2	+ 2.8	+ 1.8	79,370	55.0	+ 4.4	+31.3	16.08	15.68
Women's	14	2,423	134.4	+10.9	+11.4	29,685	131.4	+23.1	+44.1	12.25	11.02
Shirts and furnishings	21	3,672	119.4	-13.4	- 3.7	40,126	99.8	-19.6	+31.3	10.93	11.77
Food products (8)	221	26,111	104.2	+ 9.3	+14.5	498,636	82.3	+ 8.9	+16.1	19.10	18.93
Bread and bakery products	62	7,335	111.5	+ 6.5	+ 7.9	150,885	88.6	+10.2	+ 8.7	20.57	19.90
Confectionery	40	7,644	101.6	+22.0	+ 6.5	120,854	82.6	+25.5	+ 6.9	15.81	15.37
Ice cream	22	1,351	80.7	+ 1.1	- 0.2	34,580	65.4	+ 1.9	- 2.1	25.00	25.00
Slaughtering and meat packing	25	4,087	102.2	+ 4.2	+17.5	88,689	76.7	+ 6.4	+ 8.9	21.70	21.23
Butter and creamery products	3	96	117.6	+ 1.0	+ 0.4	1,847	79.8	- 2.4	-10.1	19.24	19.93
Beverages	27	1,652	91.5	- 3.5	+96.8	49,457	96.1	- 1.0	+125.6	29.94	28.80
Flour	7	178	96.9	+ 0.6	+29.7	3,522	70.5	+ 3.8	+23.7	19.79	19.16
Canning and preserving	35	3,768	116.9	+25.2	+17.7	48,802	69.1	+21.8	+21.7	12.95	13.38
Stone, clay and glass products (6)	168	25,118	75.9	0.0	+36.5	413,730	37.9	- 2.6	+64.8	16.47	16.71
Brick, tile and terra cotta	78	3,945	67.1	- 6.2	+36.4	52,446	30.4	-11.6	+73.7	13.29	14.14
Pottery	11	1,870	57.8	+ 1.0	+26.0	29,136	68.0	- 1.9	+45.3	15.58	16.04
Cement	19	4,941	62.7	- 1.7	+18.3	78,978	28.5	- 8.1	+30.7	15.98	16.17
Glass	42	12,435	89.0	+ 5.7	+48.8	219,476	44.0	+ 3.3	+74.6	17.65	18.06
Marble, granite and slate	16	373	42.9	-16.5	-29.0	5,016	20.9	- 9.9	-15.7	13.45	12.46
Asbestos and magnesia	7	1,554	119.6	+ 5.9		28,678	82.4	+13.0		18.45	17.28
Lumber products (3)	85	6,385	56.8	+23.2	+40.9	95,798	36.7	+24.4	+36.9	15.00	14.86
Lumber and planing mills	42	1,404	29.0	+ 3.9	+ 4.3	20,784	18.8	+ 6.2	-15.3	14.80	14.53
Furniture	37	4,363	81.9	+38.6	+83.2	67,399	54.0	+36.4	+91.5	15.45	15.68
Wooden boxes	6	618	62.6	+ 1.6	- 5.7	7,615	43.1	+ 9.4	+ 4.9	12.32	11.38
Chemicals and allied products (c)	107	17,044	88.9	+ 5.7	+31.1	366,746	70.5	+ 3.8	+41.9	21.52	21.47
Chemicals	41	1,947	74.4	+12.0	+36.8	39,710	57.5	+ 7.5	+43.0	20.40	21.27
Drugs	8	1,537	87.7	+ 7.1	+16.8	27,486	80.6	+12.3	+15.1	17.85	17.05
Coke	5	2,882	81.3	- 5.4	+55.4	53,200	57.0	-12.3	+183.6	18.46	19.95
Explosives	5	595	57.5	+ 7.5	+13.4	12,538	46.9	+ 7.8	+22.8	21.06	20.98
Paints and varnishes	35	1,874	101.9	+ 4.3	+32.7	34,056	71.7	+12.2	+39.0	18.17	16.86
Petroleum refining	13	8,209	116.1	+11.4	+17.5	199,811	103.4	+12.3	+ 9.3	24.34	24.16
Leather and its products (3)	55	13,010	96.2	+ 1.1	+27.9	235,338	82.7	+ 2.6	+45.3	18.09	17.86
Leather tanning	23	7,252	97.1	+ 3.2	+42.2	147,724	81.9	+ 5.0	+63.1	20.87	20.02
Shoes	29	5,640	96.2	+ 1.4	+18.2	85,708	86.8	+ 1.5	+32.7	15.20	15.20
Leather goods	3	118	93.2	- 7.3	+35.1	1,906	69.6	- 2.6	+42.6	16.15	15.43
Paper and printing (4)	173	22,846	90.2	+ 4.6	+11.6	536,890	72.4	+ 7.7	+ 9.5	23.48	22.97
Paper and wood pulp	33	8,163	98.2	+ 8.5	+27.2	156,112	67.9	+ 1.6	+38.6	19.12	20.45
Paper containers	32	3,251	96.5	- 1.8	+36.5	49,534	78.0	+ 3.3	+34.9	15.24	14.84
Printing	108	11,432	85.3	+ 4.5	+ 0.7	230,744	73.3	+10.6	+ 0.3	28.93	27.17
Book and job	62	4,244	79.5	+ 4.7	- 2.7	103,390	64.4	+ 7.9	- 5.0	24.36	23.68
Newspapers and periodicals	46	7,188	92.9	+ 4.4	+ 4.9	227,354	82.8	+12.8	+ 5.1	31.63	29.23
Other manufactures (3)	52	12,540				174,837				13.94	13.80
Cigars and tobacco	42	10,046	61.8	- 6.2	- 2.7	125,537	43.7	- 2.7	- 0.2	12.50	12.24
Rubber tires and goods	4	2,246	100.1	+ 1.9	+51.9	43,350	82.3	- 3.4	+82.9	19.30	20.35
Musical instruments	6	248	40.6	+ 7.7	+31.1	5,950	37.0	+ 9.5	+54.2	23.99	23.55

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² In two industries the number of reports is too small to permit publication of figures. They are included in the indexes.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Sept. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Sept. 15, 1933	Index numbers 1923-1925=100			Week ended		
			Sept. 1933	Per cent change compared with			Sept. 1933	Per cent change compared with		Sept. 15, 1933	Aug. 15, 1933	
				Aug. 1933	Sept. 1932			Aug. 1933	Sept. 1932			
Anthracite coal mining ² -----	158	77,598	55.3	+19.0	+ 1.6	\$2,412,795	51.0	+30.2	+28.9	\$31.09	\$28.41	
Bituminous coal mining -----	454	66,921	-----	+ 3.7	+17.2	1,006,652	-----	+ 5.5	+40.9	15.04	14.78	
Quarrying and non-metallic mining -----	158	6,114	-----	— 0.2	+17.7	81,332	-----	—13.1	+15.2	13.30	15.28	
Construction:												
Building -----	1,201	11,506	-----	+10.5	+ 0.7	219,918	-----	+20.1	—11.8	19.11	17.58	
Street and Highway:												
State -----	3	36,488	-----	+ 0.4	-----	-----	-----	-----	-----	-----	-----	
Municipal -----	17	601	-----	—14.5	-----	5,501	-----	— 3.6	-----	9.15	8.12	
Contractors -----	33	656	-----	—44.3	-----	7,562	-----	—48.4	-----	11.53	12.45	
Other construction -----	68	2,924	-----	— 6.3	—26.5	57,403	-----	—13.4	—40.8	19.63	21.26	
Crude petroleum producing -----	17	378	-----	+13.5	+46.1	8,120	-----	+ 5.7	+13.0	21.48	23.08	
Dyeing and cleaning -----	13	845	-----	+13.4	+12.5	14,694	-----	+44.3	+12.4	17.39	13.67	
Hotels -----	178	9,335	-----	+ 0.4	— 1.9	111,041	-----	+ 3.0	—10.9	11.90	11.60	
Laundries -----	40	2,887	-----	+ 0.1	— 1.1	44,452	-----	+ 5.0	— 1.4	15.40	14.69	
Transportation and communication -----	197	31,400	-----	+ 1.4	----- ⁴	741,689	-----	— 1.7	----- ⁴	23.62	24.39	
Other public utilities -----	42	18,898	-----	+ 1.9	-----	535,422	-----	+ 0.7	-----	28.33	28.68	
Retail trade -----	337	28,028	-----	+10.8	+16.5	547,696	-----	+11.7	+18.7	19.54	19.39	
Wholesale trade -----	124	3,751	-----	+ 2.3	+ 2.6	98,330	-----	+ 0.4	— 3.0	26.21	26.69	
Banking and brokerage -----	628	15,292	-----	+ 1.5	----- ⁴	468,384	-----	+ 3.1	----- ⁴	30.63	30.16	
Insurance and real estate -----	177	9,897	-----	+ 0.0 ⁵	----- ⁴	322,520	-----	— 5.4	----- ⁴	32.59	34.44	
Total—non-manufacturing -----	3,842	287,031	-----	+ 7.1	+10.9	6,683,511	-----	+11.2	+12.2	23.28	22.42	
Total—manufacturing -----	1,738	393,247	76.8	+ 4.3	+20.8	6,876,213	53.5	+ 0.9	+42.3	17.49	18.15	
GRAND TOTAL -----	5,580	680,278	-----	+ 5.5	+12.1	13,559,724	-----	+ 5.7	+25.7	19.93	19.88	

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, September 1, 1933, not included in totals.

⁴ Not included in total per cent change.

⁵ Less than one tenth of one per cent.

pared with building permits aggregating \$2,307,719 issued in August, a decrease of \$139,767, or 6.1 per cent.

Permits were issued in 30 of the 74 municipalities during September for 121 new residential buildings to cost \$500,950, the lowest volume of residential construction since April. Nearly half of this total was reported from Philadelphia where permits were granted for the construction of 61 new homes to cost \$227,600. Permits for non-residential buildings in the 74 municipalities totaled \$1,105,121, of which \$600,000 was for a church in Pittsburgh and \$140,000 for a factory in Erie. Permits also were taken for alterations and repairs on existing buildings

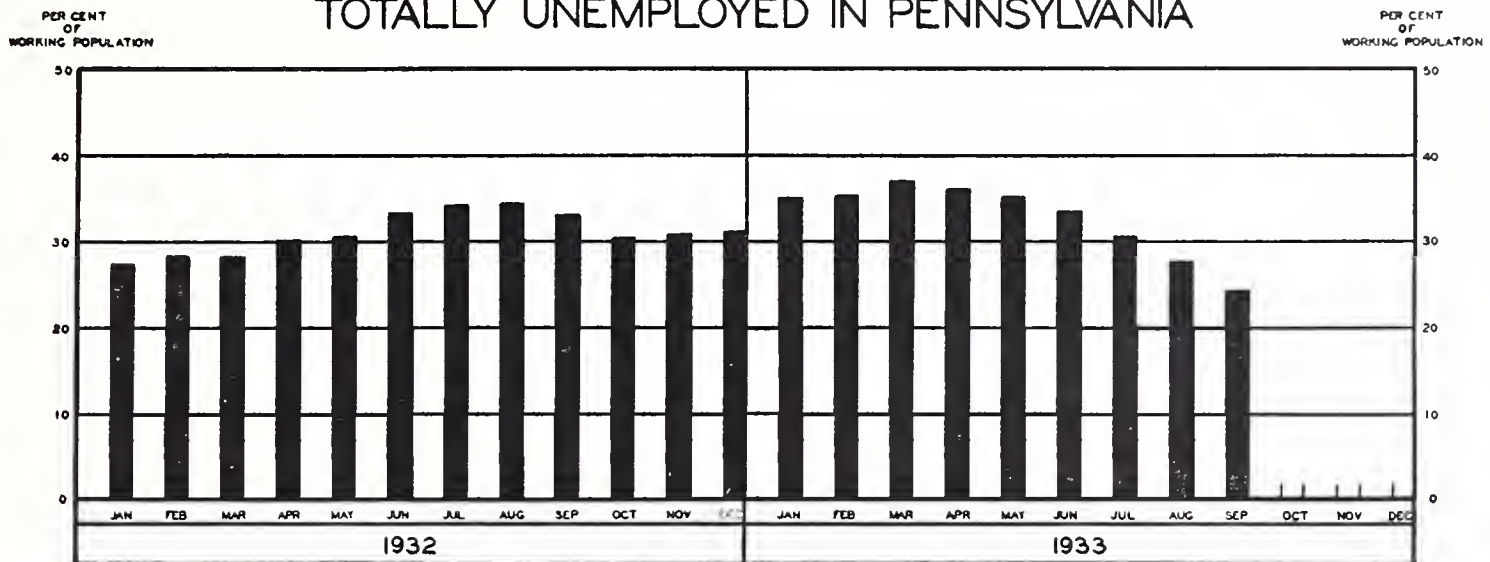
to cost \$533,616 and for the installation of new building equipment to cost \$28,265.

Comparative building data available for 44 Pennsylvania municipalities show that building operations for the first nine months of 1933 aggregated only 57.1 per cent of the total for the corresponding period of 1932. During the first nine months of 1933 permits were issued for the construction, alteration, or repair of 14,131 buildings at an estimated cost of \$14,617,608 as compared with 15,504 permits for building work costing \$25,600, 808 issued during the same period of 1932, a reduction of \$10,983,200, or 42.9 per cent.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

INDUSTRIAL AREA	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Sept. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Sept. 15, 1933	Index numbers 1923-1925=100			Week ended	
			Sept. 1933	Per cent change compared with			Sept. 1933	Per cent change compared with		Sept. 15, 1933	Aug. 15, 1933
				Aug. 1933	Sept. 1932			Aug. 1933	Sept. 1932		
Allentown—Lehigh (3 counties) -----	140	29,310	67.5	— 3.4	+ 9.9	\$446,500	47.6	—10.0	+31.1	\$15.23	\$16.35
Altoona (2 counties) -----	26	5,752	82.0	+ 0.7	+14.8	88,560	48.2	—10.1	+79.9	15.40	17.24
Chambersburg (3 counties) -----	12	1,476	62.8	+ 1.6	+14.0	20,727	42.9	+ 5.7	+58.9	14.04	13.45
Clearfield (4 counties) -----	35	4,883	72.4	+ 7.1	+37.1	81,767	50.2	+ 1.8	+53.5	16.75	17.63
Erie (2 counties) -----	60	8,836	70.1	+ 2.9	+30.3	155,481	44.8	— 1.3	+36.6	17.60	18.30
Harrisburg (3 counties) -----	52	12,365	57.1	+ 3.4	+13.1	191,386	40.3	+ 1.0	+33.4	15.48	15.84
Johnstown (3 counties) -----	23	10,139	43.3	— 1.8	+28.5	154,195	30.2	—23.5	+114.2	15.21	19.59
Kane—Oil City (5 counties) -----	35	3,495	52.6	+ 8.9	+25.8	64,767	39.1	+12.4	+33.4	18.53	17.96
Lancaster (1 county) -----	58	10,431	100.7	+ 2.3	+36.6	371,063	75.6	+ 4.0	+48.5	16.40	16.13
Lewistown (3 counties) -----	6	1,718	55.7	— 9.1	+20.0	27,237	35.9	— 7.2	+54.7	15.85	15.52
Philadelphia (5 counties) -----	530	120,387	78.3	+ 7.0	+27.7	2,458,535	59.4	+ 8.0	+33.8	20.42	20.19
Pittsburgh (8 counties) -----	292	98,040	77.4	+ 2.2	+31.9	1,667,150	49.0	+ 7.0	+80.8	17.00	18.72
Pottsville (2 counties) -----	22	3,759	74.7	— 2.1	+ 8.4	65,823	50.8	+ 3.3	+30.6	17.51	16.60
Reading—Lebanon (2 counties) -----	109	25,257	78.0	+37.3	+14.5	438,174	55.2	+35.6	+49.2	17.35	17.53
Seranton (5 counties) -----	53	6,719	85.6	+10.3	+36.5	112,808	71.8	+11.7	+38.3	16.79	16.41
Sharon—New Castle (2 counties) -----	32	10,840	56.8	+ 3.5	+31.8	197,529	36.9	— 8.9	+99.5	18.22	20.72
Sunbury (4 counties) -----	29	7,083	71.1	— 8.1	—16.1	94,203	46.3	—11.8	—16.9	13.30	13.90
Wilkes-Barre (3 counties) -----	65	15,995	101.8	— 4.9	+10.2	194,896	68.2	—10.7	+13.9	12.18	12.97
Williamsport (5 counties) -----	45	6,244	89.7	+13.5	+90.4	96,471	52.9	+ 8.6	+104.2	15.45	16.12
York—Adams (2 counties) -----	87	12,126	77.0	+ 1.6	+25.4	192,669	69.9	+ 5.1	+55.3	15.89	15.35

ESTIMATED PERCENTAGE OF WORKING POPULATION TOTALLY UNEMPLOYED IN PENNSYLVANIA



INDUSTRY REPORTS FEWER ACCIDENTS DURING SEPTEMBER

Accidents in Pennsylvania industries during September showed a 9.9 per cent reduction despite the increases in industrial employment and payrolls. A total of 99 fatal and 7,779 non-fatal accidents were reported to the Department of Labor and Industry in September as against 98 fatal and 8,649 non-fatal accidents reported in August, an increase of 1.0 per cent in fatalities, but a decrease of 10.1 per cent in non-fatal injuries.

The relative increase or decrease in accidents, employment, and payrolls for September, 1933, as compared with August, 1933, by industry group is shown in the following table:

INCREASE OR DECREASE IN ACCIDENTS, EMPLOYMENT, AND WAGE PAYMENTS FOR SEPTEMBER, 1933, AS COMPARED WITH AUGUST, 1933

Industry	Accidents	Employment	Wage payments
	Per cent change Sept.-August 1933	Per cent change Sept.-August 1933	Per cent change Sept.-August 1933
All industries	-9.9	+5.5	+5.7
Anthracite coal mining	+1.3	+19.0	+30.2
Bituminous coal mining	-17.7	+3.7	+5.5
Construction and contracting	-6.7	+1.8	+7.7
Manufacturing	-8.7	+5.2	+2.4
Quarrying	-22.5	-0.2	-13.1
Retail trade	-9.7	+10.8	+11.7
Wholesale trade	+12.9	+2.3	+0.4

FATAL ACCIDENTS HIGHEST IN 13 MONTHS

Increases in fatal accidents for September as compared with August were shown for bituminous coal mines, construction and contracting, manufacturing, quarrying, public utilities, transportation, and miscellaneous industries. The 99 industrial fatalities reported during September was the highest total recorded for any month since August, 1932.

ACCIDENT IN BITUMINOUS INDUSTRY KILLS SEVEN

An explosion of mine gas in the Barking mine of the Hillman Coal and Coke Company killed seven bituminous mine workers in Allegheny County on September 11, 1933. This was the first serious mine accident since the explosion at the Kinlock mine of the Valley Camp Coal Company in Westmoreland County on March 21, 1929, in which 46 mine workers were killed.

NEGLECT OF ELECTRIC SAFETY REGULATIONS

A review of the 99 fatal accidents reported for September shows that strict observance of the Electric Safety Regulations promulgated by the Department of Labor and Industry would prevent many fatalities. A public utility employe grasped a 2300 volt wire with his bare hand as it hung from a tree following a severe storm, notwithstanding a series of rules relating to protective practices in the handling of live wires. A steel worker received a fatal shock as he held an extension light for a fellow workman who was cleaning out a gas main. Rule 440 (b) of the regulations calls particular attention to the necessity for precaution in connection with wire insulation. The rule states "Insulation on a wire may look perfect, but it frequently cannot be relied on to prevent shock." The damp and moisture in the gas main in this instance lessened the degree of insulation. A laborer in an automobile plant was electrocuted while squeezing himself between a press and a steel pillar on which a switch box was hung. Ungrounded machine frames and a faulty grounding of the switch box together with the excessive perspiration of the workman's body seems to have been responsible in this instance. Two attendants at an airport in western Pennsylvania were killed by gasoline fumes ignited by the arcing of an emergency electric switch. Certainly, the placing of this electric switch in proximity to gasoline and gasoline fumes was in violation of Rule 123 relating to hazardous locations of electrical equipment.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended Aug. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll— week ended Aug. 15, 1933	Index numbers 1923-1925=100			Week ended	
			Aug. 1933	Per cent change compared with			Aug. 1933	Per cent change compared with		Aug. 15, 1933	July 15, 1933
				July 1933	Aug. 1932			July 1933	Aug. 1932		
ALL MANUFACTURING INDUSTRIES (68) ²	1,735	375,110	73.4	+ 7.0	+23.2	\$6,806,429	53.0	+16.5	+52.3	\$18.15	\$16.68
Iron and steel and their products (11)	441	150,617	60.8	+10.3	+29.6	2,851,359	46.6	+22.3	+105.3	18.93	16.97
Blast furnaces	14	1,922	66.1	+ 8.9	+40.9	37,372	42.8	+23.0	+140.4	19.44	17.20
Steel works and rolling mills	62	76,591	54.7	+ 8.7	+34.7	1,549,833	48.5	+25.0	+156.6	20.24	17.65
Iron and steel forgings	20	2,193	59.9	+ 6.8	+34.3	42,139	41.3	+16.3	+105.5	19.22	17.62
Structural iron and steel	27	5,663	69.2	+ 8.1	+ 4.8	95,747	39.9	+39.5	+26.7	16.91	13.20
Heating and plumbing supplies	27	5,203	81.8	+ 7.9	+33.9	92,768	61.0	+15.5	+65.8	17.83	16.68
Stoves and furnaces	13	996	47.1	+15.4	+23.3	22,015	31.9	+29.1	+49.8	22.10	19.79
Foundries	69	9,958	58.5	+18.9	+42.3	150,853	31.1	+22.0	+88.5	15.15	14.79
Machinery and parts	106	12,134	52.4	+ 9.2	+14.9	232,366	40.8	+ 8.2	+56.3	19.15	19.14
Electrical apparatus	31	25,841	86.7	+15.0	+19.6	459,471	58.0	+31.2	+52.2	17.78	15.56
Engines and pumps	11	1,441	45.5	+ 9.4	+58.0	24,251	28.6	0.0	+111.9	16.83	18.41
Hardware and tools	61	8,675	73.7	+ 8.2	+35.2	144,544	56.1	+12.4	+97.5	16.66	16.04
Non-ferrous metal products (5)	50	6,540	79.9	+10.8	+20.7	110,970	63.5	+ 6.2	+36.3	16.97	17.94
Brass and bronze	23	1,255	58.9	+10.9	+63.2	23,058	43.6	+ 9.0	+111.7	18.37	18.68
Smelting and refining	6	2,795	82.9	+12.3	+30.6	49,381	65.5	+ 5.3	+44.9	17.67	18.82
Stamped, enameled and plated ware	5	980	23.1	+ 6.9	+45.3	13,425	10.8	— 6.1	+33.3	13.70	15.56
Jewelry and novelties	7	873	64.9	+74.9	— 4.3	10,769	44.4	+70.1	+ 6.0	16.00	16.45
Other non-ferrous products	9	837	122.6	+ 3.7	+ 4.7	14,337	106.5	+ 1.0	+15.6	17.13	17.59
Transportation equipment (5)	80	23,941	54.6	+10.3	+13.8	457,362	34.4	+13.5	+28.4	19.10	18.23
Automobiles and motor trucks	3	1,030	93.1	+32.4	+16.8	20,801	34.0	+23.6	+28.3	20.20	21.68
Auto and truck bodies and parts	20	5,064	63.8	— 7.7	+92.2	160,190	46.3	— 7.0	+110.5	19.78	19.58
Locomotives and cars	14	7,302	20.9	+18.8	+ 0.5	114,520	12.5	+34.4	+ 1.6	15.68	13.84
Railroad repair shops	39	8,168	61.9	+ 9.9	+ 8.6	173,774	39.6	+14.8	+27.3	21.27	20.30
Shipbuilding	4	2,377	33.7	+38.7	—15.1	48,077	28.0	+46.6	—27.5	20.23	19.15
Textiles and clothing (12)	309	77,502	93.8	+ 2.9	+26.1	1,209,201	72.4	+20.7	+54.4	15.60	13.51
Textiles	243	66,274	89.6	+ 5.7	+22.7	1,059,949	70.0	+21.1	+43.7	15.99	14.09
Cotton goods	38	5,377	61.8	+ 3.9	+47.5	92,308	44.0	+ 5.0	+80.3	17.17	16.95
Woolens and worsted goods	17	5,796	97.0	+10.1	+70.8	105,649	88.0	+22.4	+100.9	18.23	16.40
Silk manufactures	50	29,475	114.8	+ 8.6	+43.1	392,205	76.7	+29.8	+45.0	13.31	11.17
Textile dyeing and finishing	21	2,810	96.3	+20.5	+33.0	54,519	76.8	+23.5	+26.3	19.40	18.93
Carpets and rugs	14	3,029	57.9	+ 7.0	+47.0	53,336	42.2	+13.1	+76.6	17.61	16.68
Hats	5	3,197	76.8	+13.9	+24.1	66,736	65.0	+16.1	+36.8	20.87	20.50
Hosiery	37	11,608	74.9	— 2.5	—27.6	207,416	68.3	+22.6	+16.6	17.87	14.67
Knit goods, Other	12	2,976	80.5	— 7.0	+27.6	50,921	86.0	+21.5	+66.7	17.11	13.11
Millinery and lace goods	9	2,006	76.9	+ 2.1	+ 9.6	36,859	72.4	— 5.6	+42.2	18.37	19.90
Clothing	66	11,228	110.4	— 4.9	+38.2	149,252	84.3	+19.6	+86.9	13.29	10.53
Men's	31	4,797	79.0	— 3.9	+25.0	75,205	62.1	+17.6	+73.7	15.68	12.69
Women's	14	2,186	121.2	+ 0.9	+43.3	24,100	106.7	+17.3	+88.8	11.02	9.36
Shirts and furnishings	21	4,245	137.9	— 8.8	+44.9	49,947	124.2	+23.1	+96.8	11.77	8.71
Food products (8)	212	23,129	95.2	+ 6.0	+ 5.2	437,904	75.3	+ 4.7	+ 5.3	18.93	18.53
Bread and bakery products	62	6,891	104.7	+ 3.2	— 5.5	137,135	80.4	+ 0.9	— 8.2	19.90	20.39
Confectionery	40	6,259	83.3	+12.7	+ 4.0	96,171	65.8	+33.5	+ 5.6	15.37	13.26
Ice cream	22	1,315	78.5	+ 2.7	—13.5	32,881	62.3	+ 5.1	—18.7	25.00	24.50
Slaughtering and meat packing	25	3,925	98.1	+13.5	+14.1	83,333	72.1	+14.8	+ 8.3	21.23	21.02
Butter and creamery products	3	95	116.4	— 3.1	— 3.7	1,762	76.2	— 8.4	—16.3	18.55	22.73
Beverages	25	1,518	94.8	— 3.1	+90.7	43,715	97.1	— 8.5	+120.2	28.80	30.45
Flour	7	165	96.3	+ 9.2	+44.6	3,290	67.9	+ 4.8	+27.2	19.94	20.77
Canning and preserving	28	2,961	92.6	+10.9	+ 5.6	39,617	56.7	+11.8	+ 8.8	13.38	13.25
Stone, clay and glass products (6)	168	24,731	75.9	+ 8.6	+45.4	413,284	38.6	+15.2	+78.7	16.71	15.65
Brick, tile and terra cotta	73	4,206	71.5	+ 8.3	+47.7	59,478	34.4	+13.9	+112.3	14.14	13.44
Pottery	11	1,851	86.9	+ 9.0	+43.9	29,692	69.3	+30.0	+69.9	16.04	13.42
Cement	19	5,003	63.4	+ 0.3	+52.8	80,914	29.2	+ 5.4	+62.2	16.17	15.41
Glass	42	11,756	84.2	+11.4	+45.2	212,267	42.6	+19.3	+71.8	18.06	16.84
Marble, granite and slate	16	447	51.4	— 0.4	—14.9	5,668	23.2	— 2.5	—12.5	12.46	12.78
Asbestos and magnesite	7	1,468	112.9	+19.2	-----	25,365	72.9	+18.2	-----	17.28	17.44
Lumber products (3)	87	5,110	45.8	+14.2	+19.6	75,936	29.4	+25.6	+20.0	14.86	13.51
Lumber and planing mills	43	1,357	27.9	+10.3	+ 5.3	19,711	17.6	+11.4	—12.4	14.53	14.45
Furniture	38	3,144	58.5	+20.9	+43.0	49,296	39.3	+37.9	+67.9	15.68	13.77
Wooden boxes	6	609	61.6	+ 1.3	— 9.3	6,929	39.4	+11.0	—18.8	11.38	10.45
Chemical and allied products (6)	108	15,937	84.1	+ 6.5	+21.2	342,113	67.9	+ 5.8	+31.8	21.47	21.89
Chemicals	41	1,738	66.4	+ 9.4	+17.7	36,960	53.5	+ 3.1	+16.3	21.27	22.56
Drugs	8	1,434	81.9	+ 5.0	+10.5	24,446	71.8	+ 5.6	+ 4.7	17.05	16.95
Coke	5	3,044	85.9	+ 5.8	+55.6	60,721	65.0	+14.2	+221.8	19.95	18.46
Explosives	5	554	53.5	+ 7.6	+ 6.4	11,625	43.5	+11.8	+39.9	20.98	20.20
Paints and varnishes	36	1,801	97.7	+ 0.9	+28.4	30,370	63.9	— 7.8	+29.4	16.86	18.48
Petroleum refining	13	7,366	104.2	+ 6.9	+ 4.0	177,991	92.1	+ 3.8	— 6.0	24.16	25.12
Leather and its products (3)	55	12,706	95.2	+ 5.4	+27.6	226,965	80.6	+11.5	+46.0	17.86	16.76
Leather tanning	23	7,018	94.1	+ 9.0	+35.2	140,501	78.0	+12.9	+51.5	20.02	19.34
Shoes	29	5,561	94.9	+ 1.1	+21.8	84,505	85.5	+11.9	+42.7	15.20	13.73
Leather goods	3	127	100.5	+15.5	+31.9	1,959	71.4	+ 4.4	+41.7	15.43	17.04
Paper and printing (4)	173	21,781	86.2	+ 5.0	+ 8.8	500,361	67.3	+ 8.0	+ 5.5	22.97	22.26
Paper and wood pulp	33	7,525	90.5	+ 7.2	+23.1	153,892	66.8	+13.8	+39.2	20.45	19.25
Paper containers	32	3,318	98.6	+10.4	+45.2	49,245	77.4	+18.3	+55.4	14.84	14.10
Printing	108	10,938	81.6	+ 2.6	— 3.1	297,224	66.3	+ 5.1	— 6.6	27.17	26.53
Book and job	62	4,049	75.9	+ 4.0	— 5.9	95,867	59.7	+ 6.2	— 7.4	23.68	23.15
Newspapers and periodicals	46	6,889	89.0	+ 1.1	+ 0.1	201,357	73.4	+ 4.0	— 5.8	29.23	28.48
Other manufactures (3)	52	13,116	-----	-----	-----	180,974	-----	-----	-----	13.80	13.06
Cigars and tobacco	42	10,681	65.7	+ 6.3	+ 5.3	130,685	45.6	+12.3	+ 2.7	12.24	11.60
Rubber tires and goods	4	2,204	98.2	+ 3.0	+47.7	44,851	85.2	+ 8.7	+38.8	20.35	19.29
Musical instruments	6	231	37.6	+17.1	+24.5	5,438	33.8	+35.7	+108.6	23.54	20.26

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² In two industries the number of reports is too small to permit publication of figures. They are included in the indexes.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Aug. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Aug. 15, 1933	Index numbers 1923-1925=100			Week ended			
			Aug. 1933	Per cent change compared with			Aug. 1933	Per cent change compared with		Aug. 1933	July 15, 1933		
				July 1933	Aug. 1932			July 1933	Aug. 1932				
Anthracite coal mining ^a	158	65,204	46.5	+ 8.8	— 2.7	\$1,852,596	39.2	+22.0	+13.3	\$28.41	\$25.34		
Bituminous coal mining	437	63,031	-----	+ 8.6	+ 7.2	932,335	-----	+17.5	+58.5	14.79	13.68		
Quarrying and non-metallic mining	148	5,671	-----	+ 3.2	—20.7	86,960	-----	+ 0.8	+36.1	15.33	15.71		
Construction:													
Building	1,208	10,724	-----	+ 5.5	— 8.1	183,567	-----	+ 2.3	—28.0	17.12	17.58		
Street and Highway:													
State	8	36,360	-----	+ 2.0	-----	-----	-----	-----	-----	-----	-----		
Municipal	15	645	-----	+17.3	-----	5,197	-----	+ 6.5	-----	8.06	8.87		
Contractors	35	1,386	-----	—52.3	-----	16,528	-----	—38.9	-----	11.92	9.31		
Other construction	72	3,043	-----	— 0.2	—23.4	61,850	-----	+ 1.4	—30.1	20.33	20.00		
Crude petroleum producing	18	359	-----	+12.9	+31.6	7,633	-----	+ 6.6	+ 6.5	21.26	22.52		
Dyeing and cleaning	17	862	-----	+ 1.1	— 0.3	12,054	-----	— 9.6	—15.0	13.98	15.62		
Hotels	176	9,099	-----	+ 0.8	— 2.0	105,577	-----	+ 0.1	—11.7	11.60	11.69		
Laundries	40	2,871	-----	+ 0.0 ⁴	— 0.5	41,375	-----	+ 3.8	— 6.8	14.41	13.89		
Transportation and communication	200	39,757	-----	— 0.8	----- ⁵	937,333	-----	— 0.2	----- ⁵	23.58	23.44		
Other public utilities	42	17,694	-----	+ 0.4	-----	506,769	-----	+ 3.6	-----	28.64	27.76		
Retail trade	338	25,981	-----	+ 3.9	+ 9.7	504,528	-----	+ 8.7	+ 6.8	19.42	18.57		
Wholesale trade	124	3,648	-----	+ 2.0	— 0.1	97,570	-----	+ 2.2	— 4.4	26.75	26.71		
Banking and brokerage	616	14,609	-----	+ 0.8	----- ⁵	444,088	-----	+ 0.2	----- ⁵	30.21	30.39		
Insurance and real estate	165	8,577	-----	+ 0.2	----- ⁵	275,114	-----	+ 0.1	----- ⁵	32.19	32.22		
Total—non-manufacturing	3,809	273,251	-----	+ 4.1	+ 9.9	\$6,072,074	-----	+ 9.6	+18.8	22.22	21.11		
Total—manufacturing	1,735	375,110	73.4	+ 7.0	+23.2	\$6,806,429	53.0	+16.5	+52.3	18.15	16.68		
GRAND TOTAL	5,544	648,361	-----	+ 5.7	+13.0	\$12,878,503	-----	+13.1	+26.9	19.86	18.57		

¹ Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals, but are representative samples based on reports submitted by a selected list of firms in each industry.

² Reported by the Anthracite Bureau of Information.

³ Data from Department of Highways' report, Aug. 1, 1933, not included in totals.

⁴ Less than one-tenth of one per cent. ⁵ Not included in total per cent change.

COMPENSATION AWARDS DROP \$2,000,000

A total of 34,390 compensation agreements and awards involving compensation payments to injured workers or to the dependents of those fatally injured, amounting to \$6,612,423 were approved by the Department of Labor and Industry during the first nine months of 1933 as compared with 42,287 agreements and awards aggregating \$8,609,976 for the same period in 1932, a reduction of \$1,997,553, or 23.2 per cent.

NINE MONTHS ACCIDENT TOTAL HIGHER

Accidents in Pennsylvania industries for the first nine months of 1933 show an increase over the same months in 1932. A total of 759 fatal and 62,955 non-fatal accidents were reported for the first nine months of 1933 as compared with 803 fatal and 62,457 non-fatal accidents

for the corresponding period in 1932, a decrease in 1933 of 5.5 per cent in fatalities, but an increase of 0.8 per cent in non-fatal injuries.

Accident totals for the three major divisions of industry for the first nine months of 1933 as compared with totals for the corresponding period in 1932 are as follows:

ACCIDENT REPORTED TO THE DEPARTMENT OF LABOR AND INDUSTRY

Industry	Nine months 1933		Nine months 1932		Per cent increase or decrease in 1933	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	368	41,800	389	40,395	— 5.4	+ 3.5
Coal mining	313	18,734	342	19,420	— 8.5	— 3.5
Transportation and public utilities	78	2,421	72	2,642	+ 8.3	— 8.4
Total	759	62,955	803	62,457	— 5.5	+ 0.8

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

INDUSTRIAL AREA	No. of firms reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Aug. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Aug. 15, 1933	Index numbers 1923-1925=100			Week ended		
			Aug. 1933	Per cent change compared with			Aug. 1933	Per cent change compared with		Aug. 15, 1933	July 15, 1933	
				July 1933	Aug. 1932			July 1933	Aug. 1932			
Allentown-Lehigh (3 counties) -----	141	30,349	69.8	+ 4.3	+23.1	\$496,235	52.9	+19.1	+62.3	\$16.35	\$14.33	
Altoona (2 counties) -----	26	5,705	81.4	+ 3.7	+27.4	98,358	53.6	+ 6.6	+122.4	17.24	16.77	
Chambersburg (3 counties) -----	12	1,456	61.8	+15.5	+19.8	19,586	40.6	+42.5	+69.9	13.45	10.93	
Clearfield (4 counties) -----	35	4,558	67.6	+12.1	+28.8	80,336	49.3	+24.2	+40.5	17.63	15.94	
Erie (2 counties) -----	59	8,573	68.2	+ 5.2	+29.9	156,886	45.4	+ 7.8	+41.4	18.30	17.82	
Harrisburg (3 counties) -----	52	11,957	55.2	+ 4.7	+12.4	189,383	39.9	+19.8	+31.7	15.84	13.90	
Johnstown (3 counties) -----	23	10,305	44.1	+ 8.6	+32.0	201,882	39.5	+ 6.8	+172.4	19.59	19.94	
Kane-Oil City (5 counties) -----	35	3,209	48.3	+ 5.2	+25.5	57,638	34.8	+ 9.1	+32.8	17.96	17.29	
Lancaster (1 county) -----	58	10,198	98.4	+21.0	+40.8	164,466	72.7	+44.2	+62.6	16.13	13.55	
Lewistown (3 counties) -----	6	1,893	61.3	+17.0	+52.5	29,374	38.7	+10.6	+105.9	15.52	16.43	
Philadelphia (5 counties) -----	533	112,585	72.9	+ 9.5	+25.0	2,273,239	54.8	+14.2	+37.7	20.19	19.37	
Pittsburgh (8 counties) -----	293	95,846	75.7	+10.0	+32.1	1,794,230	52.7	+24.0	+93.0	18.72	16.60	
Pottsville (2 counties) -----	22	3,843	76.3	+ 9.3	+26.3	63,785	49.2	+11.8	+41.4	16.60	16.23	
Reading-Lebanon (2 counties) -----	108	18,327	56.7	— 0.4	—15.2	321,201	40.6	+21.6	+29.7	17.53	14.65	
Scranton (5 counties) -----	52	6,008	77.6	+ 3.5	+40.8	98,586	64.3	+ 8.8	+38.9	16.41	15.94	
Sharon-New Castle (2 counties) -----	32	10,482	54.9	+ 4.4	+34.2	217,219	40.5	+18.1	+159.6	20.72	18.30	
Sunbury (4 counties) -----	29	7,697	77.4	+15.2	+ 1.2	106,998	52.5	+31.3	0.0	13.90	12.17	
Wilkes-Barre (3 counties) -----	65	16,814	107.0	+ 4.5	+23.6	218,067	76.4	+16.1	+29.7	12.97	11.56	
Williamsport (5 counties) -----	47	5,512	74.1	+ 6.6	+23.3	88,872	46.2	+18.2	+37.1	16.12	14.58	
York-Adams (2 counties) -----	87	11,942	75.8	+ 8.0	+27.8	183,332	66.5	+12.0	+53.6	15.35	14.72	

NRA CODES PROVISIONS FOR WOMEN AND CHILDREN

PREPARED BY BUREAU OF WOMEN AND CHILDREN

BEATRICE McCONNELL, *Director*

The effect of the NRA on the standards of work for women and children is particularly important in Pennsylvania where women form twenty per cent of the working population and minors under 18 years of age, nearly five per cent.*

By October 15, 1933, 58 NRA codes had been approved by the President thus setting basic standards of work for so many industries. These codes have been analyzed briefly to indicate their effect on the working conditions of women and children. Since the Bituminous Coal and the Farm Equipment Codes were not available in final form and the Rayon Weaving Code is synonymous with the Cotton Textile Code this analysis is based on 55 codes.

CHILD LABOR

The employment of children under 16 is prohibited in all but one of the 55 codes. The one exception is the Legitimate Theatrical Code which permits children under 16 to appear in theatrical productions if the consent of the proper governmental authority is obtained. This clause, however, does not mitigate the effect of state child labor laws which may set a higher standard. In several instances the codes set higher minimum age standards for hazardous occupations. In the Builders' Supplies Code the minimum age for employment is 18 years, in the Salt Producing Code minors under 21 are prohibited from work in underground mines. The codes for the coat and suit industry and the electric storage and battery industry both set 18 as the minimum age for employment in manufacturing operations and 16 for other work. Six other codes, with a 16-year minimum for any employment, prohibit work at hazardous occupations for minors under 18 years of age.

HOURS OF WORK

The hour provisions set by the various codes fall into two general categories; first, those setting a weekly unit of time with no provision for averaging; second, those setting a weekly unit but allowing the privilege of averaging the hours worked over a period of time.

In 34 of the 55 codes maximum weekly hours were set without provision for averaging. Twenty of these set a 40-hour work week without qualifications. Six codes provide a basic work week of 40 hours with certain allowances for overtime at peak seasons. Two provide a basic 40-hour week with exceptions for establishments in towns of less than 2500 population. The code for the handkerchief industry sets a basic 40-hour week but exempts from this weekly hour provision work done on handkerchiefs having 60 per cent hand work and wholesaling at \$3.50 or more a dozen.

Five codes set the maximum working hours at less than 40, the shortest being in the Cast Iron Soil Pipe Code which has a maximum work week of 27 hours. Three codes establish a maximum work week of more than 40 hours, the longest being 48 hours for gasoline filling station employees.

Twenty-one codes establish a weekly hour maximum which may be arrived at by averaging the weekly hours of work over a given period of time, ranging from four

weeks to one year. Of these 21 codes, 16 permit a weekly average of 40 hours, three an average of 35 to 40 hours and two, the ice and transit industries have hour provisions ranging from 48 to 54 hours.

MINIMUM WAGE RATES

The minimum wage provisions of the codes are based in some cases on hourly rates and in others on weekly rates. Some codes provide differentials for specific operations and for geographical areas.

The comparisons given here are based on hourly rates for the geographical area in which Pennsylvania is located. The 55 codes may be divided into three general classifications in regard to wage provisions: first, those establishing a minimum rate with no variations permitted, second, those establishing a minimum rate which varies according to the size of city, and third, those establishing a minimum hourly rate which applies unless a lower rate was paid in 1929, in which case the 1929 rate applies, provided it does not fall below a certain specified rate.

Twenty codes provide a minimum hourly rate of less than 35 cents an hour, the lowest rate being 30 cents which appears in three codes. Ten codes set a minimum of 35 and less than 40 cents, seven set 40 cents, two 45 cents and one, the coat and suit industry, sets an hourly rate of 54 to 60 cents for productive operations. Seven codes set a minimum rate which varies according to the size of city. In the boot and shoe industry the hourly rate varies from 30 to 32½ cents an hour, in the automobile industry the rate varies according to size of city from 40 to 43 cents. Eight codes establish a minimum rate of 40 cents an hour but allow a lower rate if less was paid for similar work in 1929.

In eight of the 55 codes the minimum wage rate set for women was lower than that for men. The differential ranged from two and one-half cents to ten cents an hour. In five of the codes it was specified that the differential did not apply when the same operation was performed by men and women. The three codes setting definite differentials were for the coat and suit, the saddlery manufacturing and the wall paper manufacturing industries.

LEARNER PROVISIONS

Of the 55 codes, 40 provide that certain exemptions from the minimum rate may be made in the case of learners or apprentices. Some of the codes specify the duration of apprenticeship from six weeks to two years. Six codes make no limitation on the duration of the apprenticeship period. Approximately one-half the codes specify that learners be paid not less than 80 per cent of the rate paid regular workers. Others set a specific rate for learners lower than that for regular employees, and five set no specific rates for learners.

The proportion of learners permitted varies by industry from three to 10 per cent of the productive employees. Twenty codes permit only five per cent of the employees to be classed as learners, while 11 codes have no limitation as to the number permitted.

INDUSTRIAL HOME WORK

Only 11 of the 55 codes analyzed specifically mention home work. The codes for eight industries specifically

(Continued on Page 12)

* U. S. Census of Occupations, 1930.

** Coat and suit, corset and brassiere, luggage and fancy leather, umbrella, women's belts and underwear.

SERVICES RENDERED BY THE STATE EMPLOYMENT SERVICE

By A. W. MOTLEY, *Director, Bureau of Employment*

During the present emergency in employment, the Bureau of Employment has accepted many duties which are generally not considered normal activities for a public employment service. In accordance with instructions from Governor Pinchot, in each city where a State Employment Service is located the service of this Bureau has been offered to that community in any way that assistance could be rendered to the unemployed in the community. It is interesting to note some of the activities that have been carried on by the various communities and in this issue several examples are outlined by supervisors of our offices.

SELECTION OF MEN ON A WORK PROJECT

By PAUL KINTZER, *Supervisor of the Reading Employment Office*

Lovers of mountain scenery are very loud in their praise of the "Skyline Boulevard" which is a scenic highway just outside of the City of Reading, but to Reading people it means the completion of a work project that meant employment to several thousand Reading unemployed men during the year 1932. It also meant that the statement that men prefer work to the dole was verified.

The State Employment Office in Reading was given the job of selecting men for this project. The first men were given cards that meant jobs in January, 1932 and 75 men left the ranks of the unemployed to start this community project. The forces were gradually increased until over 1200 men were employed. They worked eight hours a day, five days a week which meant \$16.00 for their families to buy the necessities of life. The group of men were alternated from time to time until the project covering four and one half miles of highway was completed. Not a piece of machinery was used, just a man power project.

A number of difficulties were encountered in selecting the men. Inasmuch as it was all manual labor, many men who were very anxious to get the work were unable due to physical ailments to carry on. The transportation of men to jobs, furnishing of hot lunches along the mountain road were just some of the complications that had to be overcome so that these unemployed men might have the opportunity to work.

SELECTION OF MEN FOR CIVILIAN CONSERVATION CORPS

By C. C. CAIN, *Supervisor of Erie Employment Office*

The service of the State Employment Office is varied and the possibilities of serving the public are most unlimited.

While the office is not a relief organization it has been able to render valuable service to the Emergency Relief Board. This was particularly true in the recruiting of young men for the Civilian Conservation Corps. The first order for Erie County boys for the Reforestation Programme was received in April, 1933, and very little time was allowed for the selection. Inasmuch as the local state employment office had done considerable recruiting for the Pymatuning Reservoir and State Highway projects, the local Emergency Relief Board asked that the employment service arrange for the selection.

From those families that were receiving relief, young men between 18 and 25 years of age, unmarried were selected. The selection of the young men was very reminiscent of the war days, except that these young men were leaving their homes that their fathers and mothers, sisters and brothers might have an income to help them in their

battle to become self-sustaining. Their wages were to be \$30.00 a month but the boys gladly agreed to send \$25.00 of their monthly wages home to their parents or to the person on whom they are dependent.

The work that these boys will do will have a three-fold value, their income that is sent home will help many families to be self-sustaining; the work that is done in the forests, such as building roads, trails, bridges, cutting brush, etc., will make our State and National forests more valuable; and even most important, the health benefits that will be derived by sending thousands of boys from the cities to live in the forests for six months will pay dividends for many years to come.

THE ALTOONA ADVISORY COUNCIL

By J. D. COATES, *Supervisor of the Altoona Employment Office*

The Altoona Advisory Council was organized during March, 1933, and at its first meeting elected officers and set the meeting date for its monthly meetings.

The members of the Council believed that its most important duty was to thoroughly educate the employers and workmen of the county in the value of a Public Employment Service. The aid of the local newspapers was enlisted and very excellent publicity was secured setting forth the purpose of the Bureau. The local broadcasting station put on the air each day news items concerning the office that were of interest to the public, and letters describing the service were sent to the secretaries of the various civic clubs with the request that the communications be read at their meetings. At regular intervals bulletins are mailed to all business and professional men encouraging them to use the facilities of the office.

The ultimate object is to bring about a service that will be regarded by employers and workmen as their own; an office in which all employment matters will be centered; and to have a complete registration of all the unemployed of the county, properly classified by occupations and used extensively by employers when they are in need of employees.

As a work program the council in cooperation with the State Highway Department promoted the Kittanning Point memorial project. This action will create employment by planting trees along this highway in commemoration of Blair County veterans who gave their lives in the World War. The project will be completed with fitting ceremonies on Armistice Day of this Year.

The Council realizing the problem of retraining as a means of combating unemployment are planning a retraining school for women in cooperation with the local Y. W. C. A.

The members and officers of the Altoona Council are: H. King MacFarlane, Chairman; Ralph H. Norton, Vice Chairman; J. D. Coates, Secretary; J. George Anspach, Miss Mary Armstrong, Charles N. Cohn, W. F. Copp, Phil Klevan, James B. Phelan, Mrs. Isaiah Scheeline, Charles Steiner, J. V. Taylor and John F. Weller.

SELECTION OF WORKERS ON PYMATUNING DAM PROJECT

By R. L. MEERMANS, *Supervisor of the State Employment Office, New Castle*

Opportunities for service to the community are not presented to the State Employment Office every day and when
(Continued on Page 12)

EMPLOYMENT SERVICE

(Continued from Page 11)

the call came to the New Castle Office to take an important part in the selection of men for the Pymatuning Dam project, we felt to answer this call was both a duty and a privilege.

Beginning January 1, 1932, the New Castle Office assumed responsibility for the selection of men from Beaver, Butler, and Lawrence Counties. Three definite steps were undertaken in connection with this project. 1. The registration of all who wanted a part in the work. 2. The selection of the men most in need of the work. 3. To arrange for transportation of the men to the camps.

Registration centers were set up in three counties and in all five thousand men filled out application cards. Assistance in handling the registration was given by other Bureaus of the Department of Labor and Industry and volunteer citizens.

The greatest task was to select thirty or even sixty men from a registration of several thousand men, all of whom felt that he was most deserving and should be given the job. Quotas were allocated to various communities and committees in the towns formed to help the employment service in its selection.

The men were selected on the following basis: 1. Ex-service men with dependents. 2. Those on relief with dependents. 3. Those with families, who were making a losing fight to be self-sustaining. Through this project many men were able to remain self-sustaining.

The problem of transportation was very difficult but throughout the entire project sufficient volunteer means of transportation was furnished to send slightly over two thousand men to the Pymatuning project from these three counties.

The clearing of the reservoir proved to be an ideal work project; not only was work furnished to many men, but the improvement in health to these men by working out of doors for a period of six weeks was even of more value than the money earned.

GRANDSTAND SAFETY RULES

(Continued from Page 3)

grandstand when in use; sufficient footings must be provided on portable stands; wood connections must be bolted, nails are not permitted; only certain kinds of wood may be used; railings are required on certain sizes of stands; the minimum back to back measurement of seats is 22 inches; and provisions must be made in the design so as to eliminate the danger from uneven ground. This last provision is a new departure from accepted grandstand construction and necessitates the redesigning of most stands now on the market.

During the past few years there have been a number of bad accidents due to grandstand collapses. It is hoped that these new regulations will help to eliminate these unfortunate occurrences by insuring that the stand is designed and constructed in accordance with good engineering practices. The Department of Labor and Industry is soliciting the cooperation of all grandstand manufacturers, architects, schools, athletic clubs, and other users of such equipment to put the new regulations into effect.

WOMEN AND CODES

(Continued from Page 10)

prohibit home work; in six industries** home work was abolished when the code became effective, in two, dates were set after which no home work might be given out. The dead line in the men's clothing industry is December 11, 1933. In the artificial flower and feather industry no work may be given out after May 1, 1934, and the code calls for a 50 per cent reduction by January 1, 1934. In the hosiery code home work is prohibited except for handicapped persons and then only by permission of the code authority. The code for the handkerchief industry permits home work after January 1, 1934, only on handkerchiefs made 60 per cent by hand. The only code specifically permitting home work is the fishing tackle code but provision is made in this code that home workers shall receive the same rates of pay as the factory workers. Perhaps the most outstanding effect of the NRA on home workers is the interpretation that where home work is not specifically mentioned in the code the minimum wage rate set for the industry shall apply.

N. R. A. EXEMPTIONS

Charlotte E. Carr, Secretary, announced the Department of Labor and Industry was prepared to pass on exemptions to blue eagle firms for the employment of physically and mentally handicapped workers at less than the minimum wage levels. The announcement followed receipt from the National Recovery Administration of a plan of procedure perfected by the United States Department of Labor. In the plan, authority was vested in State Labor Departments to grant these exemptions.

Miss Carr made it evident she didn't anticipate the need of many exemptions, but said, however, that she thought there were some few isolated cases where exemption was permissible. Employers working under the President's Re-employment Agreement may apply to the Secretary for blanks for this purpose.

There will be no wholesale granting of exemptions, according to the policy adopted by the U. S. Labor Department. But there are a few cases of merit, the department pointed out in its instructions.

Applications already received by the Pennsylvania Department illustrate this, Miss Carr said.

"Take for instance," she explained, "The case of one applicant. An employer sought exemptions for an entire department in his plant, approximately 30 per cent of his employes. Subsequent investigation revealed that these workers were in a department where piece work rates were paid. None of them could earn the minimum wage, the employer said. It was obvious that the piece work rates were too low and the workers were not handicapped.

"But there is the other side. We have on file a claim for exemption for a veteran employe of a firm, who recently through illness, was eliminated from competition in production. But rather than dispense with the services of this man altogether, the company would like to give him light work of a non-productive nature. The company feels, it said, that the man might operate one of the plant's passenger elevators. Here, it appears, is a legitimate claim.

"The NRA assumes and rightly so," Miss Carr concluded, "That there are legitimate cases where physically or mentally handicapped persons, who although they are unable to produce as much as their fellow workers, still have a contribution to make to industry."

LABOR

COMMONWEALTH OF PENNSYLVANIA

AND

MONTHLY BULLETIN

INDUSTRY



Vol. XX, No. 12

HARRISBURG, PA.

December, 1933

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MONTHLY BULLETIN

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December, 1933

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LOOKING TO 1934

By CHARLOTTE E. CARR, *Secretary,*
Labor and Industry

THE Department of Labor and Industry enters its twenty-first year with a program designed to consolidate and further the social and economic gains NRA gave us in 1933.

A definite plan of action has been designed to pass on to the public the benefit of additional power and additional appropriation to administer industrial regulation granted by the Legislature in its last special session.

Correlation of the advances given us through the National recovery procedure and State legislation is the aim of the Department's 1934 program.

Pennsylvania, which the depression brought to a lower wage level than any of the northeastern industrial states with the exception of New Hampshire, has forged ahead from \$13 a week average wage level to an \$18 a week level under NRA. This is what the NRA can do. If the state departments of labor join their forces in this drive with the NRA, a continued increasing level of industrial standards is the hopeful prospect.

The restoration of \$12,500 to the department's monthly budget by the Legislature will increase efficiency in safety regulation in industry through inspection—an equal benefit to employer and employee; it will give back to the department the right and duty to mediate differences which arise between workmen and employer, and will aid generally in the department's ever growing job of protecting the interests of the working man and his employer.

The Legislature strengthened the Workmen's Compensation Act by extending the time for appeal from referee's award to twenty days from ten; by extending the time for appeal from the Workmen's Compensation Board to twenty days from ten; by forbidding employers from accepting receipts showing payments of compensation when no such payments have been made; by requiring insurers to submit all compensation agreements in duplicate, and requiring the Bureau of Compensation to send one copy to employee (preventing agreements being changed after employee signs).

The department's program for the year as the result of the legislative assistance, includes:

Increased number of factory inspections to insure enforcement of safety and sanitary regulations.

Exhaustive study of the problem of occupational disease.

Mediation, and the more important duty of prevention of labor disputes.

(Continued on Page Nine)

OFFICE DIRECTORY

General Offices South Office Bldg., Harrisburg
Workmen's Insurance Fund, 17 S. Second St., Harrisburg

Branch Employment Offices

Allentown 529 Hamilton St.
Altoona 223 Central Trust Bldg.
Erie 126 East 11th St.
Harrisburg 114 Walnut St.
Johnstown 432 Main St.
Lancaster 357 Woolworth Bldg.
New Castle 202 Johnson Bldg.
Philadelphia 124 N. 15th. St.
Pittsburgh 108 Smithfield St.
Reading 528 Washington St.
Scranton 717 Linden St.
Wilkes-Barre 310 Coal Exchange Bldg.

Branch Inspection Offices

Altoona District 440 Central Trust Bldg.
Hazleton District Hazleton Nat'l Bank Bldg.
Kane District New Cohn Block
Lancaster District 621 Woolworth Bldg.
Philadelphia District 261 North Broad St.
Pittsburgh District Law and Finance Bldg.
Williamsport District Heyman Bldg.

Branch Rehabilitation Offices

Altoona 216 Central Trust Bldg.
DuBois Deposit Nat'l Bank Bldg.
Harrisburg 114 Walnut St.
Philadelphia 124 North 15th St.
Pittsburgh 108 Smithfield St.
Pottsville Mason Bldg.
Wilkes-Barre Coal Exchange Bldg.

Workmen's Compensation Branch Offices

Altoona 328 Central Trust Bldg.
DuBois Deposit Nat'l Bank Bldg.
Kane Kane Trust and Savings Bldg.
Lancaster 625 Woolworth Bldg.
Philadelphia 261 North Broad St.
Pittsburgh Law and Finance Bldg.
Pottsville 106 Thompson Bldg.
Scranton Union Nat'l Bank Bldg.
Uniontown Blackstone Bldg.
Wilkes-Barre Coal Exchange Bldg.

Workmen's Insurance Fund Branch Offices

Allentown 6 Gerner Bldg.
Franklin 12-13 Franklin Trust Bldg.
Greensburg 310 Coulter Bldg.
Johnstown 1005 U. S. Nat'l Bank Bldg.
Philadelphia 261 North Broad St.
Pittsburgh 625-26 Grant Bldg.
Pottsville 3 Baird Bldg.
Ridgeway Elk County Nat'l Bank Bldg.
Sunbury 9-10 Witmer Bldg.
Wilkes-Barre 812 Coal Exchange Bldg.
Williamsport 2414 Riverside Dr.

Bureau of Women and Children Branch Office

Philadelphia 261 North Broad St.

LABOR AND INDUSTRY IN PENNSYLVANIA

A Review of Industrial Relations, Particularly the Administration of Labor Laws in the Past Twenty Years

EARLY LEGISLATION AND ADMINISTRATION

IT is often said that a state is made by its natural resources and by the character of its people. It would not be entirely misleading to say of Pennsylvania that its natural resources determined, to a large extent, the character of the people who came to develop them.

To the broad valleys the English, the Dutch, the Germans; to the mines and steel mills the Welsh, the Irish, the Poles, the Slavs, and the Italians. One after the other they came crowding to work, building canals, railroads, collieries, mills; making Pennsylvania the second industrial state in the Union, making Pittsburgh the workshop of the world. In their wake the factories spread out from the East, scattered to be close to coal, to steel, to tobacco, to the cheap labor of the daughters of the invasion.

Marked incidentally by the turbulent strife during each depression and succeeding recovery, Pennsylvania was more deeply marked by the fact that until the nineties there was open land, free land, in the West. When things grew unbearable a man could trek on across the Alleghenies.

Early attempts to improve the lot of the workers were not impressive. In 1713 the Orphans' Court was allowed to bind out orphans as apprentices, and they were punishable for being bad apprentices.

In 1770 it was made unlawful to harbor or conceal an escaped apprentice. In 1901 the high court held that a union could not ask apprentices to join its ranks. Meanwhile, however, child labor laws had been enacted.

To protect the inhabitants of Philadelphia from fire it was provided in 1731 that bake houses there should be made of brick. It was not until 1897, however, that it was provided that no minors under 18 could work in those bakeries during the night.

Wages Unpaid

Another struggle, begun early in the history of the State, was the one for wages actually earned. Some employers were unwilling to pay wages earned. In 1843 the Legislature was petitioned to stop "store orders," the practice of giving orders to favorite and owned stores at which an employe must deal. Twenty years later, 1863, Governor Curtin recommended the idea to the Legislature. Sixteen years later the Legislature considered the idea. It was not until 1881 that a law was passed providing that wages should be paid in cash and that no merchant should sell to his employes at a greater profit than to others. The Court did not like this. In 1886 it declared the proposition unconstitutional, as an attempt to prevent the laborer from selling his labor for what he thought it was worth—"an insulting attempt to put the laborer under legislative tutelage."

The Legislature tried again. These were the days of the Pittsburgh riots and the Knights of Labor. In 1887, it passed a law for semi-monthly payment of wages—without any enforcement machinery. In 1891, having put a factory inspector on the scene, it turned over the collection of unpaid wages to him and made it a misdemeanor for an employer to refuse to pay wages "when demanded." This was thrown out by the Court.

Meanwhile the factory inspector had made a report—one of the few which have survived the years. He noticed

that there were stronger compulsions than those of the law. The fear of losing a job was greater. In 1894, he said:

"It is not a good thing for the average manual laborer to have laws which are designed to benefit him, if such laws specially provide that he may waive all claim to its benefits or provisions. It looks very nice to leave so much to his own discretion, and such laws seemed to be framed with tender solicitude for the laborer's welfare, but in reality those special considerations are a positive detriment to the operation or enforcement of the law. An unscrupulous employer invariably takes advantage of such a privilege of his employes and gives them the choice of exercising their discretion in his favor, and if they refuse to waive their claims to their pay, as provided for in said Semi-monthly Pay Law, they are informed that their services are no longer required."¹

Running through the same years an attack was made on the company-owned stores. The interest in these was due to the fact that employes—particularly in coal company towns—felt forced to buy at these stores at higher prices than obtained elsewhere, under penalty of losing their jobs. In 1874 the General Assembly forbade company-owned stores. Later the Court decided that it was nevertheless lawful for a company to set up a subsidiary corporation which could run stores. In 1891 the Legislature tried again, this time including stockholders of a mining and manufacturing corporation in their list of those who could not own or run such store. Apparently that law was so loosely drawn that no attempt to enforce it was made. In 1901 an attempt was made to stop the practice by putting a tax of 25 per cent on all orders representing wages unredeemed in cash within thirty days from the time of issue. This act apparently has not been enforced.

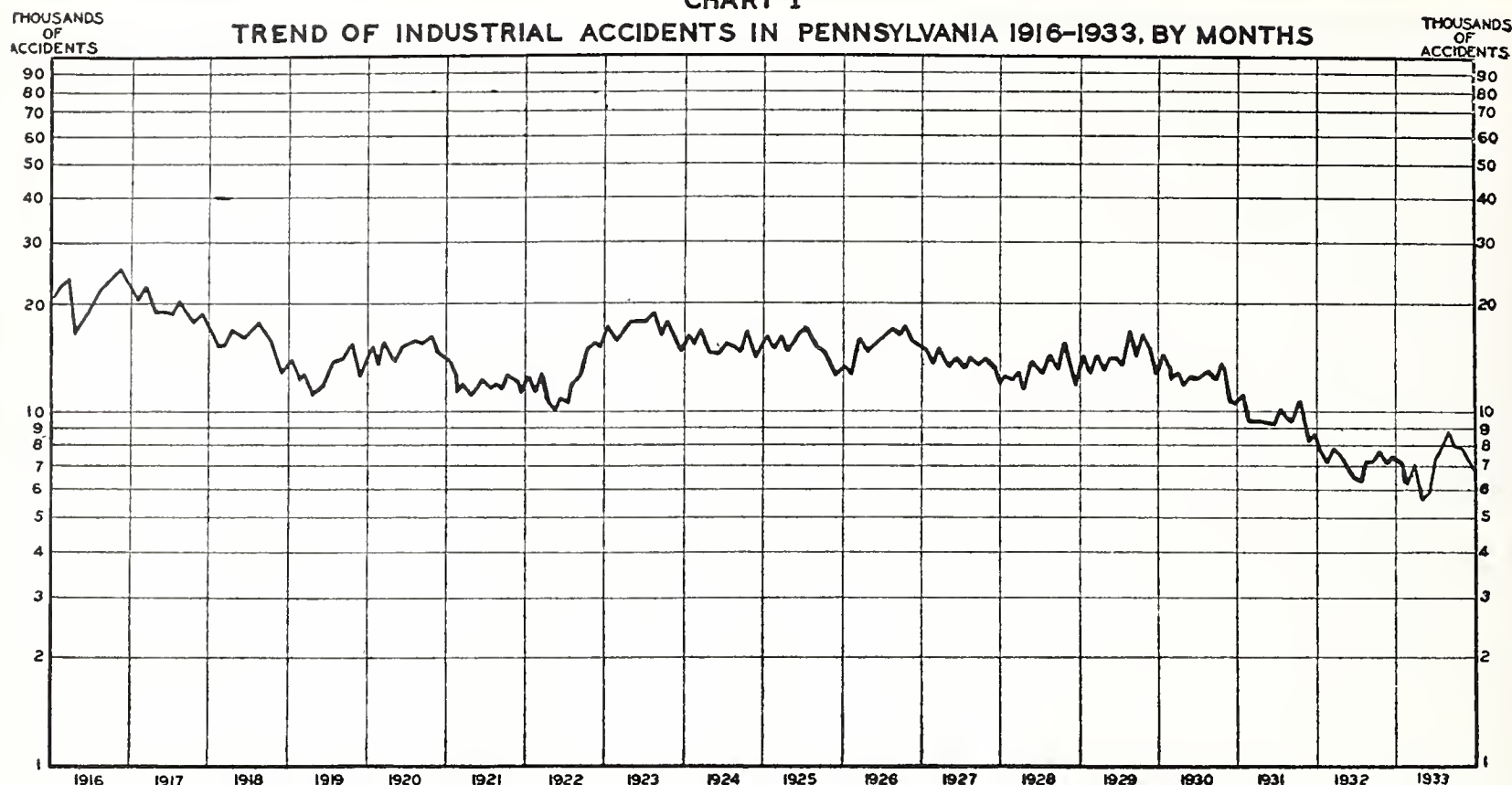
In 1933 workers still were without effective protection whenever their employers failed to pay wages, or deducted all their wages for past store bills, or made them take relatively worthless and unredeemable stock in place of their wages.

Labor Organization

In the ups and downs of industrial activity which always seem to have hit the capital goods producing states such as Pennsylvania a little harder than others, there were spasmodic attempts to form labor organizations that would rival in size and strength the large industrial organizations. In 1869 the General Assembly declared it was lawful for trade unions to exist—except in Clearfield and Centre Counties. In 1872 it was declared lawful for workers to refuse in concert to work. In 1897 the Legislature made it a misdemeanor for an employer to coerce an employe by threatening to discharge him for joining a labor organization. This, however, was held to be unconstitutional in 1900. Not until 1933 were the "yellow-dog" contracts by which employers bound their employes not to join a union invalidated by the General Assembly.

¹ Labor Laws of Pennsylvania, Pennsylvania Department of Labor and Industry, compiled and annotated by Joseph Yeates Brinton, 1917, p. 551. This publication is also the source of information used on apprentices and labor organizations.

CHART 1
TREND OF INDUSTRIAL ACCIDENTS IN PENNSYLVANIA 1916-1933, BY MONTHS



Child Labor

How much of an effort should go to making an industrial community and how much should go to making people? In 1822 the General Assembly was informed that the "increase in manufactories in Philadelphia and its vicinity... has produced a great demand for the labor of young persons and consequently withdrawn many children from the public schools. If this be the fact it is an evil of no inconsiderable magnitude and may well claim the early and serious attention of the Legislature."²

In 1827 the Senate rejected a bill to require educational certificates from minors between 12 and 18 years of age. At that time they were working ten to fourteen hours a day. Between 1834 and 1837 about 300,000 children were added to the free-school lists, yet in 1837 a Senate Committee reported that about one-fifth of the cotton mill employes were children under twelve years of age, and further "the labor of children under 12 years of age in factories is not desirable or profitable." A bill submitted in 1838 providing for a 10-year minimum age did not pass. In 1848, a 12-year minimum age law passed for the cotton, woolen, silk, and flax industries, and the minimum was raised in 1849 to 13 years. That law stood for almost 40 years, until 1887 when the age limit was lowered to 12 again but was made applicable to all factories. In 1893 the age was put back to 13. Twelve years later, in 1905, a 14-year minimum age was adopted for factories, and in 1909 the limit was made applicable to some other establishments.

In 1833 it was proposed to cut the hours of minors to eight a day. Sixty years later, in 1893, they were limited to twelve hours a day. In 1909 they were lowered to ten, and in 1915 to nine.

Administrative Machinery

In 1889 the Commonwealth decided it was necessary to have some one enforce the protective laws in systematic fashion. As a result a factory inspection service was established with six deputies, half of whom were women. Four years later six more deputies were added. In 1905, when the staff had increased to 39 inspectors and a statistician, the title of Department of Factory Inspection was conferred, and a factory act was passed codifying the work.

In the years from 1909 to 1915, the people of Pennsylvania, individually, and through their civic and social organizations, sought to improve the working conditions of men, women, and children by the enactment of a number of labor laws. These included new standards for safety, more comprehensive regulation of child labor and women's labor, a workmen's compensation act, and the establishment of a public employment service.

The administration of these many new duties was beyond the scope of the old Department of Factory Inspection. An agency of wider scope which would coordinate all state activities relating to labor and industry was envisioned. In 1913, just twenty years ago, the Department of Labor and Industry was established to this end. The act creating the new department provided that it be headed by a Commissioner of Labor and Industry, later called Secretary of Labor and Industry.

Growth of Department of Labor and Industry

THE new Department of Labor and Industry was organized by establishing a number of bureaus to carry out the specialized duties of the department and to administer the various laws of which the department was the enforcing agent. In addition to factory inspection, separate bureaus were set up in 1913 for statistics and for mediation; and the Industrial Board was created as a separate advisory and regulatory body. In 1915 were added bureaus of employment and workmen's com-

² Senate Journal, 1821-22, Vol. 1, p. p. 494, 495. The information on child labor legislation is drawn from *A History of Child Labor Legislation in Pennsylvania*, Bureau of Women and Children, Special Bulletin No. 27 of Pennsylvania Department of Labor and Industry, p. 6.

pensation, and the Workmen's Compensation Board and State Workmen's Insurance Fund. Later came the bureau of rehabilitation in 1919, then the bureau of industrial standards in 1924 and finally the bureau of women and children in 1925.

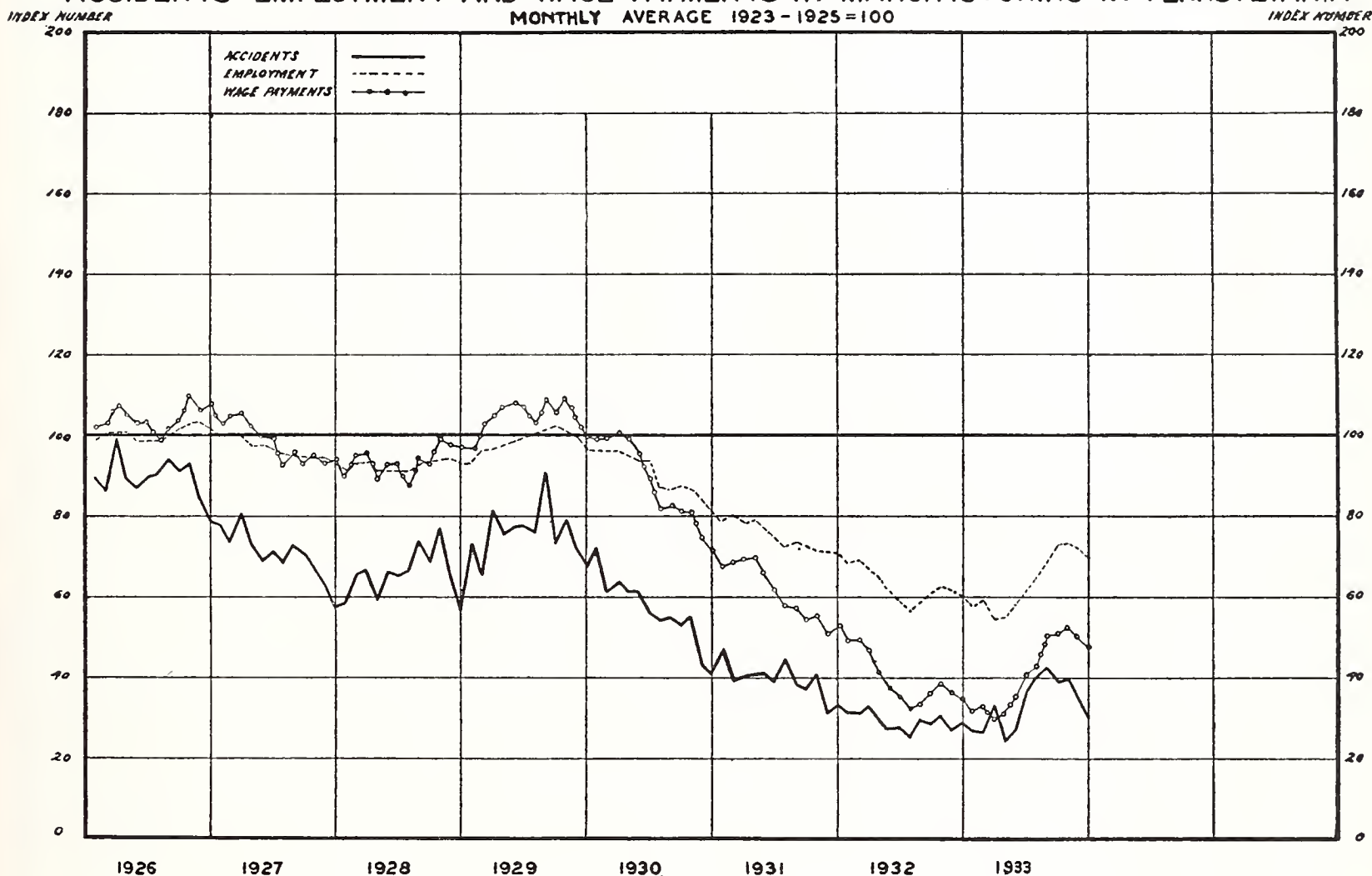
Inspection

The bureau of inspection in the newly created Department of Labor and Industry inherited from the old Department of Factory Inspection the duties of enforcing the factory act, the fire and panic act, the motion picture act, and the child labor act. In 1913 the enforcement of three other acts was added: the foundry act; the mattress act; and the woman's act, reducing the maximum legal hours from 12

lack of mechanical safeguards, inspection work grew to include more education in safe practices of work. For many years nearly every industrial accident of serious consequence has been investigated by inspectors of the bureau. In these investigations, an effort has been made to discover underlying or contributory causes, to determine the best means of avoiding a repetition of the accident, and to teach accident prevention to the employers and workers involved.

The bureau has had the responsibility of safeguarding the lives of the entire public as well as the lives of workers and employers. Not only is it charged with the inspection of some 32,000 factories and 135,000 stores, but also it has the responsibility of inspection for fire and panic

CHART II
ACCIDENTS EMPLOYMENT AND WAGE PAYMENTS IN MANUFACTURING IN PENNSYLVANIA



to 10 a day. To carry out these manifold duties fifty field inspectors were provided and branch inspection offices were established in Philadelphia and Pittsburgh.

With the growth of the safety movement following the establishment of workmen's compensation and the financial incentive to prevent accidents, the activities of the bureau of inspection were increased along lines of safety. The immensity of the accident problem in Pennsylvania industries is indicated in Chart I which shows the number of industrial accidents during the last eighteen years. The number of accidents follows roughly the trend of employment (Chart II).

The early work of the bureau was largely concentrated on the provision of adequate mechanical safeguards. As the proportion of accidents due to poor working methods and carelessness increased in proportion to those due to

hazards in every school, movie house and other place of public assembly outside the three largest cities of the State.

While safety work has comprised the major part of the bureau of inspection's activities, the enforcement of the woman's law and of the child labor law has been a parallel responsibility.

As the period of prosperity came to an end and the people of the Commonwealth began to feel the effects of economic depression, the necessity of safety work was for a time outweighed by the need for concentrating on the enforcement of the woman's law and the child labor law. Violations of the 10-hour day and the 54-hour week for women and of the 9-hour day and 51-hour week for children were alarmingly frequent in 1932 and the early part of 1933, with employers pressing for production and lower costs and with workers fearing the loss of their jobs.

Industrial Standards

The formulation and adoption of concrete standards of health and safety which would give reasonable protection to workers were recognized as technical matters which could not well be left to individual inspectors. Neither was the Legislature able to pass upon the great volume of detailed technical matters that enters into the determination of what is reasonable safety or reasonable protection to health in any particular situation. The Legislature, in the act creating the Department of Labor and Industry, delegated to an Industrial Board within the department the definition of standards, which it phrased in general terms. The Industrial Board was to be composed of four members appointed by the Governor, one each representing labor, employers, and the public, and a woman, with the Secretary of Labor and Industry acting as chairman. A bureau of industrial standards was established in the department in 1924 to serve as a technical body to make investigations and to prepare material for the Industrial Board's consideration. Rules and regulations on fifty-five subjects have been approved by the Industrial Board for promulgation by the Secretary of Labor and Industry. The practical application and revision of standards to keep pace with industrial and technical development continues to be a task of considerable magnitude.

The bureau of industrial standards also has been active in studying the causes of occupational disease and in advising preventive measures. The prevention of occupational disease has not yet, however, had the stimulus of compulsory compensation payments. A bill incorporating the recommendations of the Pennsylvania Commission on Compensation for Occupational Disease failed to pass the Legislature in 1933.

Workmen's Compensation

Closely allied with the development of safety inspection and the formulation of specific safety standards has been the building up of a workmen's compensation system to give workers a measure of security in case of industrial accidents which incapacitate them either temporarily or permanently.

Interest in improving the situation of the worker injured on the job assumed concrete form in Pennsylvania with the appointment of a commission in 1913. The Legislature enacted the workmen's compensation act in 1915 to become effective January 1, 1916. Nominally an elective law, the act has in effect been compulsory on all employers with the usual exceptions of farm labor, domestic workers, and casual workers not engaged in the regular course of the employer's business. Insurance for compensation payments is required in the State Workmen's Insurance Fund or in any authorized stock or mutual company, excepting firms with adequate financial ability which may be self-insurers. The act created the bureau of workmen's compensation in the department to be the administrative agency. Referees were provided to pass on disputed cases, and a Workmen's Compensation Board established to serve as a court of appeal.

The industrial accident chart (No. I) roughly indicates the amount of work required of the bureau of workmen's compensation, the referees, and the Workmen's Compensation Board during the eighteen years of existence. The bureau's work has fluctuated almost directly with the num-

ber of accidents reported each month. There has been a distinct lag, however, between the peaks of industrial activity and the periods of heaviest work of the referees and the Board.

Indemnity of \$216,000,000 has been recovered for injured workers during the existence of the workmen's compensation system in Pennsylvania.

THE procedure whereby employer and injured worker, under the supervision of the bureau, make agreement for the amount of compensation to be paid has eliminated largely the use of lawyers and court action. Over 90 per cent of all compensated accidents have been indemnified by this agreement procedure. When disagreements arise over the application of compensation rights in particular cases, referees hear both sides. During the entire period from 1916 through 1933 the referees have been called on to consider 95,674 petitions. About one-half of these petitions resulted in awards to the worker.

The workmen's compensation law has been amended frequently. Most of the amendments have been on matters of procedure. A few have had the effect of increasing the benefits paid to injured workers, notably those of 1919 and 1927 which reduced the waiting period and increased the weekly payments.

Benefits were reduced substantially in an indirect though very effective manner by the Superior Court's decision of 1933 in the Romig case. This decision rules out, from a large percentage of cases, the five and one half day week as the basis for determining normal wages upon which an injured person's compensation is based. A Supreme Court decision is expected on this case in 1934.

Teeth were put in the compulsory insurance feature of the law in 1929. This amendment providing for fine and imprisonment of violators has been used very effectively in state-wide campaigns for compliance in 1933. It has minimized the number of claimants against uninsured employers in a year when there was every temptation for the operation of business on a shoe-string basis.

Rehabilitation

When a worker has been injured in spite of safety measures and after workmen's compensation has alleviated his unfortunate situation for a limited time only, there remains a real problem especially if the effect of the injury is permanent. A worker permanently disabled by the loss of a hand or any other part of his body and unable to return to his old work needs a job. In practically all cases he can be fitted for employment if he receives guidance, proper medical or surgical treatment, training for new work, and placement assistance.

The idea that it is good social and economic practice to provide jobs for handicapped persons was first widely recognized at the end of the World War. In 1919 Pennsylvania enacted a law establishing a bureau of rehabilitation in the Department of Labor and Industry to assist disabled industrial workers to return to employment. Following the passage of the Federal vocational rehabilitation act in 1920, Pennsylvania accepted funds offered by the Federal Government to match State funds expended, and extended the application of the state law to include persons physically disabled through causes other than industrial injury.

In the fourteen years that the rehabilitation service has been available to disabled residents of the Commonwealth, 14,095 persons have registered with the bureau. At the present time approximately 3000 persons are registered, an increase of 200 per cent in the last two years. Since

the inception of the service, 5000 handicapped workers have been returned to remunerative employment.

A picture of the typical person rehabilitated in Pennsylvania is as follows: He is white, male, married, and about 35 years of age. He completed the eighth grade in school and had no special training to fit him for employment. Following the assistance rendered by the bureau of rehabilitation he returned to employment at a wage rate of \$19.00 a week. At the end of one year he is still working at the same job at the same wage rate.

Fourteen years of service to the handicapped has proved that rehabilitation is practical. State and Federal governments have recognized their special obligations to train their citizens generally for economic adjustment, so also have they recognized their special obligation to assist the physically handicapped to make adjustments necessitated by accident or disease.

Statistics

The statistical work of the department had its inception with the early factory inspection department to which employers were required to report every fatal and serious injury and which in 1905 included on its staff a statistician. One of the three bureaus established in the department in 1913 was a bureau of statistics and information. Its duties ranged from the compilation of information on industrial accidents and occupational diseases, their causes, remedies, and compensation, to industrial opportunities for aliens and to statistics on productive industries. The bureau included a division of municipal statistics to act primarily as "a clearing house of municipal endeavor." This bureau and a part of its duties were transferred to the Department of Internal Affairs in 1919.

From 1919 until 1923 the statistical work of the Department of Labor and Industry was carried on by the separate bureaus. As a result the statistics of the department were confined principally to data relating to accidents and compensation. This plan of operation was not satisfactory, and the demand for statistical information on industrial and labor matters increased to such an extent that it was found necessary to form a separate agency to carry on the statistical work for the entire department. The scope of the statistical work was enlarged from accident and compensation statistics to include records of employment, unemployment, wages, building activities, work performance of the various bureaus and other subjects related to labor and industry.

The program of the department with reference to labor statistics now is on the same basis as that of California, Illinois, Massachusetts, New York, and other large industrial states.

Employment

In the original list of duties of the bureau of statistics and information was one "to bring about communication between aliens and the several industries requiring labor." The means by which workers locate employers needing their services and by which employers locate workers needing jobs soon was recognized as a problem of social importance and one of such magnitude that it could not be handled as a side-line to statistics.

In 1915 the bureau of employment in the Department of Labor and Industry was established to provide a free state employment service and to give state supervision to private employment agencies. Workers in need of jobs no longer were to be left solely at the mercy of unsupervised profit-seeking private employment agents, many of whom practiced gouging methods.

The number of licensed private employment agencies in Pennsylvania has become considerably smaller with the

change of employment methods and the growth of the public employment service. In 1917 there were four to five hundred private agencies in Pennsylvania; in 1928, 354; and in 1932 the number had dropped to 119.

The Commonwealth of Pennsylvania maintains at the present time public employment offices in twelve of the larger cities. The offices are located in modern buildings in desirable locations. The state employment bureau has grown from one whose services were largely for the placement of casual workers to a service that is recognized by both employers and workers as a clearing house of opportunities for the clerical and skilled worker as well as for the unskilled and casual worker.

Industrial Relations

Another field of activity in the relationships between industry and labor that has become a recognized state function is assistance in settling disputes which arise between employer and workers.

A bureau of mediation and arbitration, later called the bureau of industrial relations, was established in the Department of Labor and Industry in 1913 with power to mediate disputes, and to arbitrate them under certain circumstances when all parties agree. The Commonwealth experienced after the depression of 1920 a great increase in the number of labor controversies. In 1920 there were 555. In 1921 when the depression was lifting, there were 1210. The same sequence has taken place in the last two years. In 1932 there were 200 controversies. In 1933 there were 1019 listed with the department. A large part of the 1933 controversies arose because of misunderstanding of or disagreement over the rights and duties conferred by the National Industrial Recovery Act.

Most of the disputes in 1933 took place after June first at a time when the Legislature had cut off the appropriation for the bureau's work. Six months later the appropriation was restored.

Women and Children

The early administrative activity of the state for the protection of labor was directed largely to the problems of women and children, their hours and working conditions. In the first ten years of the department's history, during the development of the safety movement and the workmen's compensation system, the problems of hours, wages, sanitation, and general working conditions for women and children were rather lost sight of. Attention to women and child workers was confined largely to the enforcement of the existing child labor law and woman's law. Official recognition of the growing need for critical attention to the special problems of working women and children was expressed in the administrative code of 1923. In 1925 the bureau of women and children was established in the department.

"The study and investigation of special problems connected with the labor of women and children," a primary function of the bureau as set forth in the Administrative Code, has made possible the intelligent handling of these problems on the basis of an accurate knowledge and understanding of the particular problem to be met.

The review and investigation of accidents reported for minors under 18 years of age carried on by the bureau since its organization has afforded an opportunity for special accident-prevention work with minors. The assembled information led to changes in the compensation

(Continued on Page Fifteen)

INDUSTRIAL BOARD

THE following regulations and interpretations were approved by the Industrial Board at a meeting held December 13, 1933:

REGULATIONS

Regulations for Bedding and Upholstery.

A complete new code of rules was approved as per official copy submitted.

Regulations for Protection from Fire and Panic—Operation of Motion Picture Projectors.

The following amendments were approved:

Section 3, Rule 1, paragraph (b), Class B.

Licenses to project motion pictures on standard projectors or on portable projectors using 28 mm. or 35 mm. film with sound equipment, in places other than theatres and motion picture theatres except when such buildings are leased or used for recognized theatrical or commercial enterprises. Such licenses will be granted upon successfully passing an examination.

Article 2, Rule 10, paragraph (a) add the following at the end of paragraph:

(Exception: when 16 mm. slow-burning film is used with an approved projector without sound the projectionist shall not be required to be licensed but shall be registered with the Department.)

Classes of Licenses

Rule 11, Paragraph (c) to read:

Two classes of non-theatrical licenses shall be issued.

Class C—Licenses to project non-theatrical motion pictures by means of approved portable projectors using 28 mm. or 35 mm. film regardless of the type of film but without sound. Such licenses will be granted upon successfully passing an examination.

Class D—Licenses to project non-theatrical motion pictures by means of approved portable projectors using 16 mm. slow-burning film with sound. Such licenses will be granted upon successfully passing an examination.

Rule 11, new paragraph (f):

Operators of projectors using 16 mm. slow-burning film without sound shall be required to register with the Department on forms furnished by the Department. Upon acceptance by the Department, a registration card will be issued, such card to be valid for a period of two years.

Regulations for Elevators:

Amendment to Article 3, paragraph (a)—After the first sentence, and "except that it is not required that the shaftway be fireproof where the existing shaftway is used."

INTERPRETATIONS

Regulations for Fire Alarm Systems:

Interpretation to determine number of stories:

"That for application of the Regulations governing the Construction, Installation and Maintenance of Fire Alarm Systems in school buildings, the definition of STORY shall be considered to mean only those floors which are used for class or instruction purposes. Consequently, the number of floors used for class or instruction purposes is the determining

factor as to whether a Class A or Class B system shall be required in so far as story height is concerned."

The following devices were approved:

Company	Device
Simplex Door Company, Chicago, Ill.	Simplex Type XF locking device for double button or constant pressure freight elevators with vertical sliding doors.
Simplex Door Company, Chicago, Ill.	Simplex Type XH locking device for full automatic control freight elevators with vertical sliding doors when provided with retiring cam.
Simplex Door Company, Chicago, Ill.	Simplex Type C locking device for car switch control freight elevators with vertical sliding doors.
Continental Engineering Corporation, Lakewood, Ohio.	The Guardsman modified low voltage emergency lighting system.
S. H. Couch Company, Inc., North Quincy, Mass.	Types 111, 112, and 113 fire alarm systems as Class B System.
A. Rockefeller Company, Mt. Carmel, Pa.	Class B fire alarm system.
Edwards and Company, Inc., New York City.	Type MD-715 fire alarm system as Class B system.
Liberty Borough School District, McKeesport, Pa.	Class B fire alarm system.

Withdrawal of Approval

Company	Device	Reasons for disapproval
C. W. Allen, San Jose, Cal.	Industrial Chair	Recommendation from Bureau of Women and Children.

The following rules and regulations were approved by the Industrial Board at a meeting held January 10, 1934.

REGULATIONS

Regulations for Spray Coating.

Amendments to regulations approved as per official copy on file.

Rule for blasting operations.

"The conduct of all blasting operations shall be under the direct control and supervision of competent and responsible persons. No person shall be permitted to fire any charge of explosives in blasting operations except a competent blaster. The superintendent, foreman, or person in charge of every operation where blasting is necessary shall post in a conspicuous place in proximity to the operation the name or names of individuals whom he has designated, after obtaining satisfactory evidence of previous blasting experience and competency, to handle this work."

The following devices were approved:

Company	Device
International Business Machines Corporation, New York City.	Types 4200, 4205, 4210, 4245, 4225, 4230, 4215, and 4220 Class A Fire Alarm Systems.
International Business Machines Corporation, New York City.	Type 4248 Class B fire alarm system.
Central Iron and Steel Company, Harrisburg, Pa.	Plate type of fire-escape tread and platform.

ACCIDENT PREVENTION CAMPAIGN IN 1934

DEFINITE plans have been completed by the Bureau of Inspection, Department of Labor and Industry, for its 1934 Accident Prevention Campaign. Throughout the entire year, an intensive drive will be carried out by the inspection force to promote and encourage accident prevention work in both large and small establishments to the end that the number of injuries may be reduced.

The program will be concentrated around a contest which has already drawn excellent support from industry. Those establishments entering the contest will be classified under fifteen (15) major industrial groups and one hundred and seventy-six (176) industrial type classifications.

Safety awards will be made at the end of the year to all those firms making outstanding records. The awards will be based on the number of accidents and the total number of exposure hours for a particular plant compared to the frequency rate of the industrial group under which the plant is classed. Larger firms having separate departments, employing fifty or more men, will be eligible to receive awards for those departments making good records.

The contest will be governed by the following rules:

1. The contest shall embrace all establishments in Pennsylvania with the following exposure hours.

(a) Any manufacturing or industrial firm employing an average of 10 employes for a total of 20,000 or more man-hours exposure per year.

(b) Any wholesale or retail establishment employing an average of 50 or more persons for a total of 100,000 or more man-hours exposure per year.

(c) Any hotel or restaurant employing 50 or more persons for a total of 100,000 or more man-hours exposure for a year.

(d) Larger establishments with more than one operating department may enter such a department as a separate unit provided such a separate department has an average of 50 or more employes for a total exposure of 100,000 or more man-hours for a year.

2. Industry shall be classified according to the following groups:

Construction and contracting

Manufacturing

Metals

Textiles and clothing

Food and tobacco

Clay, glass and stone

Lumber—Furniture

Chemicals

Paper and printing

Others

Quarrying and non-coal mining

State and municipal

Trade

Hotels and restaurants

Miscellaneous

Transportation and public utilities

3. Each concern shall be entered in its respective group and awards made on the basis of accident frequency rate in each respective group.

4. There shall be two types of awards—one an Honor Certificate awarded to the plant or unit of a plant making a perfect record and one a Merit Certificate awarded to each plant or unit of a plant having a lower frequency rate than the accident frequency rate of the industrial group as a whole.

5. The awards shall be made to the winners as soon as possible after January 1, 1935.

6. The Department of Labor and Industry shall supply enrollment forms, entry and other poster and report forms. All competing firms shall be requested to conduct campaigns within their plants according to their own desires.

7. It shall be a lost time accident, when an employe is injured to the extent that he or she is unable to return to his or her next shift of work.

8. Each establishment entering the contest shall agree to report to the Department of Labor and Industry on January 1, 1935 or within two weeks thereafter, the number of lost time accidents they experienced and the number of exposure hours worked during the year.

The Department of Labor and Industry has prepared entry blanks which must be filled out upon entering the contest. In addition an entry poster containing a pledge of the management to the workmen will be provided for posting in the plant.

The Department will also distribute other posters and forms for this contest, together with a pamphlet called "Recommendations for a Safety Program."

Throughout the contest, the inspector will be at the service of any plant or establishment requiring advice on safety problems and will assist any establishment in arranging shop safety meetings and in organizing shop safety committees. The inspectors will also organize community safety meetings and contact schools and civic organizations for safety meetings.

In addition to following the regular duties of the Bureau of Inspection, an effort will be made to enroll every establishment in the Commonwealth in this contest and to keep close contact with industry throughout the year. The first of January saw 5,000 firms enrolled.

LOOKING TO 1934

(Continued from Page Two)

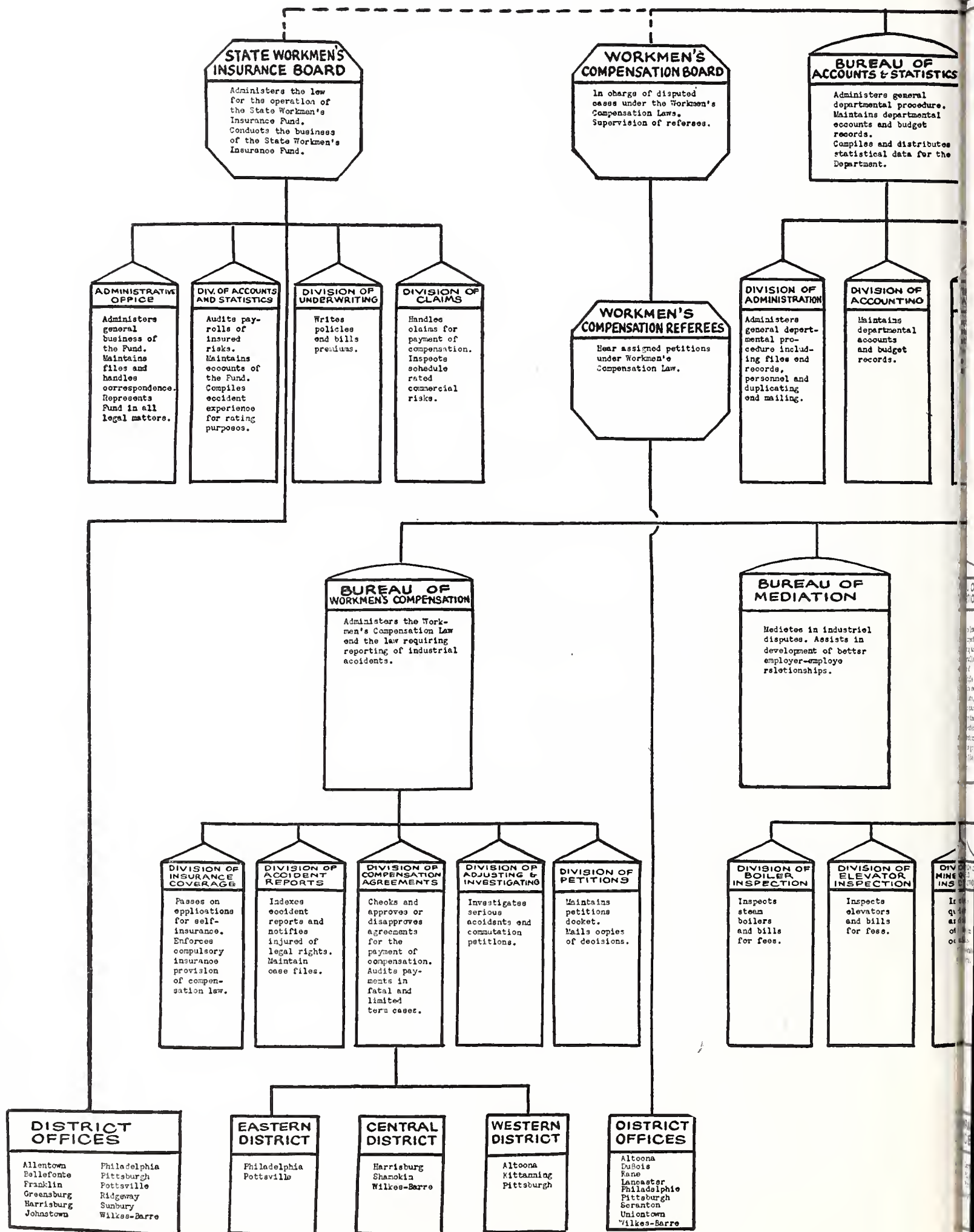
Extension of employment service through the addition of four offices.

A study of hours of work and earnings of employes in closest cooperation with the NRA code authorities to furnish necessary data for an educational program for compliance with work standards.

Enlargement of the specialized training of physically handicapped.

Elimination of delay in settling compensation claims.

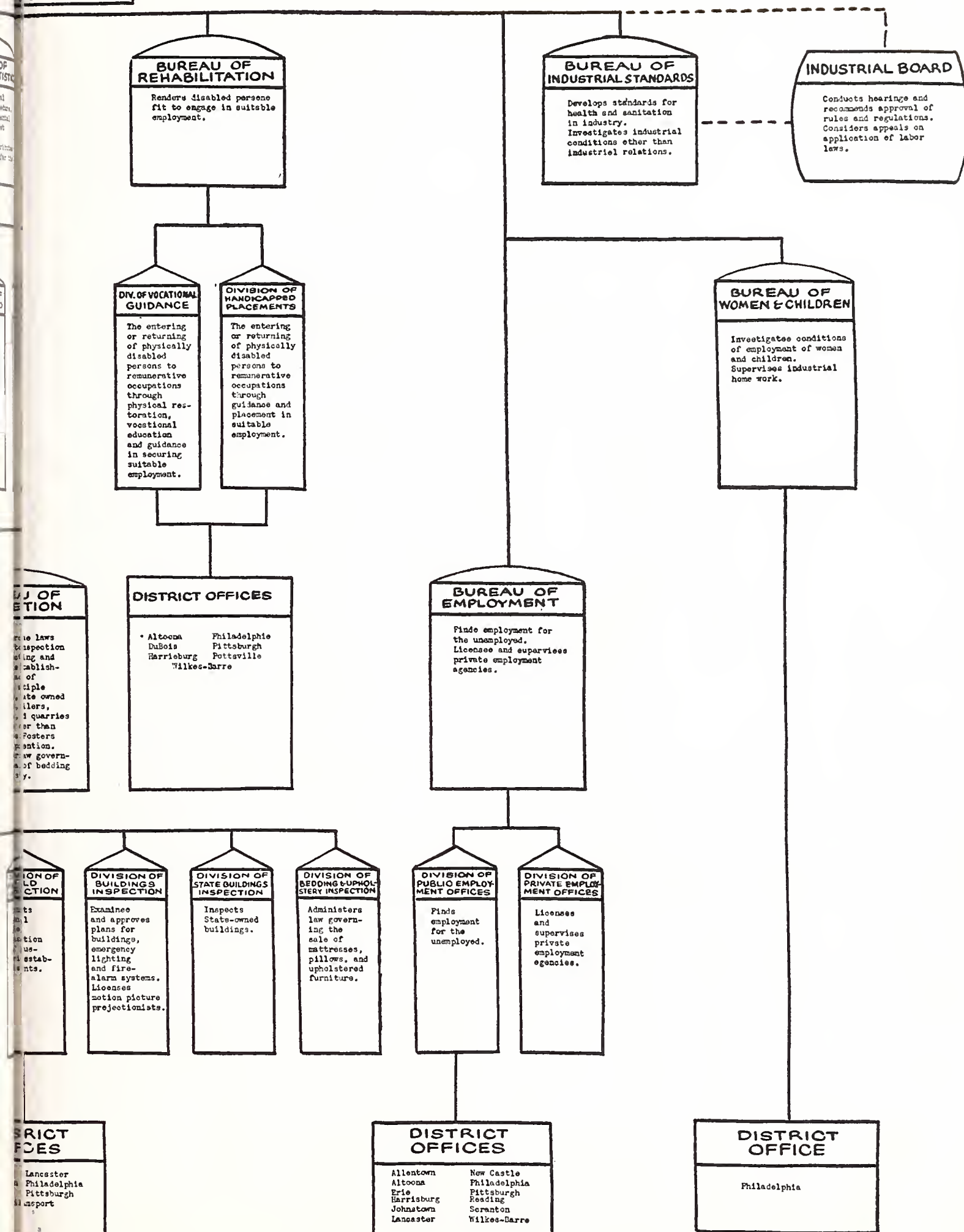
COMMONWEALTH OF PENNSYLVANIA DEPARTMENT OF LABOR



PENNSYLVANIA AND INDUSTRY

1, 1934

OF
INDUSTRY
E. CARR



EMPLOYMENT GAINS IN MINING AND TRADE

NOTWITHSTANDING a downward seasonal movement in manufacturing employment in November, total industrial employment in the State continued to gain. Manufacturing employment following a continuous gain since March dropped off one per cent in November with payrolls declining nearly five per cent. Offsetting this decline were the gains in coal mining and trade.

Following the settlement of controversies in the bituminous fields, more than 16,000 bituminous mine workers returned to work, representing a 34 per cent employment gain over October. Employment in anthracite mines ad-

vanced seven per cent. Other industries reporting small employment gains were public utilities, retail trade, banking and brokerage and petroleum producing.

Of the fourteen major industries covered by the survey, eight reported decreased employment for November. The decreases, however, were small except for the 9.5 per cent drop in quarrying and non-metallic mining, and the 11.1 per cent shrinkage in dyeing and cleaning.

It is estimated that 893,000 workers in the State were still unemployed in mid-November. This was prior to the start of employment on CWA projects. The effect of CWA work in reducing unemployment will be shown by its December figures.

EMPLOYMENT AND EARNINGS IN NON-MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Nov. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Nov. 15, 1933	Index numbers 1923-1925=100			week ended	
			Nov. 1933	Per cent change compared with			Nov. 1933	Per cent change compared with		Nov. 15, 1933	Oct. 15, 1933
				Oct. 1933	Nov. 1932			Oct. 1933	Nov. 1932		
Anthracite coal mining ²	160	84,729	59.4	+ 7.3	— 2.6	\$1,932,194	40.1	—22.5	— 6.4	\$22.80	\$31.59
Bituminous coal mining	449	63,788		+34.0	+ 9.5	1,084,637		+81.5	+29.5	17.00	12.55
Quarrying and non-metallic mining	152	4,834		— 9.5	+11.8	65,024		—15.8	+35.0	13.45	14.46
Construction:											
Building	1,199	11,940		— 5.2	+ 6.0	224,201		—10.5	— 7.6	18.78	19.88
Street and Highway:											
State	3	36,060		— 2.2							
Municipal	18	720		+39.3		5,418		— 1.3		7.53	10.62
Contractors	37	597		+ 0.2		6,340		—13.1		10.62	12.24
Other construction	71	2,619		—16.0	—36.0	49,327		—25.1	—63.6	18.83	21.15
Crude petroleum producing	21	959		+ 7.3	+102.5	21,833		+ 8.1	+79.1	22.77	22.59
Dyeing and cleaning	16	946		—11.1	+ 6.2	16,716		—18.3	+13.7	17.67	19.23
Hotels	168	9,091		— 1.0	— 1.1	110,987		+ 0.2	— 7.5	12.21	12.06
Laundries	38	2,740		— 0.5	— 1.4	41,603		— 0.7	— 1.9	15.18	15.22
Transportation and communication	207	40,641		— 0.8		1,009,201		— 0.1		24.83	24.66
Other public utilities	42	19,505		+ 1.3		555,798		— 2.6		28.50	29.63
Retail trade	351	32,159		+ 0.6	+15.2	613,436		— 0.2	+13.0	19.08	19.23
Wholesale trade	122	3,639		— 0.1	+ 5.1	95,861		— 2.1	— 0.9	26.34	26.86
Banking and brokerage	635	14,985		+ 0.1		449,938		+ 0.1		30.03	30.05
Insurance and real estate	170	8,974		— 0.1		296,644		+ 1.3		33.06	32.59
Total—non-manufacturing	3,856	302,866		+ 7.2	+ 1.6	6,579,158		— 2.2	+ 2.3	21.72	23.82
Total—manufacturing	1,751	391,658	76.1	— 1.0	+16.7	6,783,836	52.3	— 4.6	+33.8	17.32	17.91
GRAND TOTAL	5,607	694,524		+ 2.4	+ 9.9	13,362,994		— 3.4	+17.1	19.24	20.41

¹Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

²Reported by the Anthracite Bureau of Information.

³Data from Department of Highways' report November 1, 1933, not included in totals.

⁴Not included in total per cent change.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

GROUP AND INDUSTRY	No. of firms reporting	EMPLOYMENT					PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners—week ended Nov. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll—week ended Nov. 15, 1933	Index numbers 1923-1925=100			week ended		
			Nov. 1933	Per cent change compared with			Nov. 1933	Per cent change compared with		Nov. 15, 1933	Oct. 15, 1933	
				Oct. 1933	Nov. 1932			Oct. 1933	Nov. 1932			
Allentown—Lehigh (3 counties) -----	139	29,152	67.1	+10.7	+ 9.6	\$453,352	48.4	+ 3.4	+30.5	\$15.55	\$16.70	
Altoona (2 counties) -----	26	5,367	76.6	- 3.5	+ 5.1	86,864	47.3	- 4.4	+23.5	16.18	16.66	
Chambersburg (3 counties) -----	18	1,556	60.0	- 2.1	+ 6.1	20,098	41.5	- 3.3	+34.3	12.92	13.06	
Clearfield (4 counties) -----	35	4,728	70.1	- 6.0	+19.4	79,582	48.9	- 1.8	+25.7	16.83	16.13	
Erie (2 counties) -----	61	9,006	71.1	- 2.2	+30.2	166,734	47.9	+ 0.2	+46.0	18.51	18.06	
Harrisburg (3 counties) -----	53	11,734	54.1	- 4.6	+ 8.4	180,212	37.9	- 5.5	+33.5	15.36	15.54	
Johnstown (3 counties) -----	23	9,495	40.6	- 1.9	+23.0	123,352	25.1	-16.1	+84.6	13.52	15.75	
Kane—Oil City (5 counties) -----	36	3,816	56.6	- 1.2	+31.0	66,760	39.9	- 1.2	+36.2	17.49	17.49	
Lancaster (1 county) -----	58	9,934	98.7	- 7.4	+33.4	162,232	73.6	- 9.6	+47.8	16.33	16.72	
Lewistown (3 counties) -----	6	1,912	61.9	+ 0.5	+50.6	31,151	41.0	+ 2.5	+58.9	16.29	15.95	
Philadelphia (5 counties) -----	534	122,692	79.3	- 2.6	+25.3	2,482,418	59.8	- 5.4	+33.8	20.23	20.87	
Pittsburgh (8 counties) -----	292	94,742	74.7	- 0.7	+20.5	1,552,424	45.7	- 4.0	+56.0	16.39	16.97	
Pottsville (2 counties) -----	23	3,749	74.4	- 0.4	+15.5	62,493	48.1	- 1.2	+30.0	16.67	16.81	
Reading—Lebanon (2 counties) -----	111	25,452	75.6	- 3.2	+ 6.9	438,816	54.9	- 7.7	+26.8	17.22	18.02	
Scranton (5 counties) -----	54	6,099	77.6	- 3.1	+23.6	101,163	64.4	- 5.2	+21.3	16.59	16.99	
Sharon—New Castle (2 counties) -----	33	10,595	55.5	- 2.8	+27.0	191,694	35.7	- 6.5	+64.5	18.09	18.83	
Sunbury (4 counties) -----	29	6,999	70.2	- 8.4	-21.1	95,113	46.7	-12.7	- 8.3	13.59	14.28	
Wilkes-Barre (3 counties) -----	66	16,399	104.1	+ 0.3	+11.6	221,425	77.5	+ 3.3	+24.4	13.50	13.15	
Williamsport (5 counties) -----	46	6,251	89.7	- 1.5	+96.7	102,331	56.0	- 1.1	+110.5	16.37	16.29	
York—Adams (2 counties) -----	86	12,778	81.3	+ 0.5	+33.5	195,602	71.2	- 2.6	+51.8	15.33	15.83	

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS	
		No. of wage earners— week ended Nov. 15, 1933	Index numbers 1923-1925=100			Total weekly payroll— week ended Nov. 15, 1933	Index numbers 1923-1925=100			week ended	
			Nov. 1933	Per cent change compared with			Nov. 1933	Per cent change compared with		Nov. 15, 1933	Oct. 15, 1933
				Oct. 1933	Nov. 1932			Oct. 1933	Nov. 1932		
ALL MANUFACTURING INDUSTRIES (68) ²	1,751	391,658	76.1	- 1.0	+16.7	\$6,783,836	52.3	- 4.6	+33.8	\$17.32	\$17.91
Iron and steel and their products (11)	441	153,268	61.9	- 2.5	+27.4	2,602,956	42.1	- 6.7	+72.5	16.98	17.83
Blast furnaces	14	1,913	65.8	- 6.3	+33.7	30,942	35.4	- 9.2	+77.0	16.17	16.66
Steel works and rolling mills	62	74,657	53.3	- 2.0	+25.4	1,188,420	37.2	-11.6	+84.2	15.92	17.68
Iron and steel forgings	19	2,481	70.1	+ 7.4	+43.9	48,254	48.8	+ 6.1	+93.4	19.45	19.61
Structural iron and steel	25	5,146	63.3	- 9.1	+ 2.9	87,066	36.5	- 8.5	+22.5	16.92	16.82
Heating and plumbing supplies	27	5,486	86.3	- 0.2	+35.9	92,978	61.2	+12.3	+60.2	16.95	15.08
Stoves and furnaces	14	1,310	57.6	- 0.5	+34.9	28,712	38.6	- 9.2	+47.3	21.92	24.01
Foundries	70	9,216	53.9	- 5.1	+21.9	140,233	28.8	- 5.6	+62.7	15.22	15.33
Machinery and parts	107	12,672	54.5	- 1.4	+24.4	254,101	44.5	- 0.7	+61.2	20.05	19.90
Electrical apparatus	31	30,128	101.0	- 2.6	+32.0	571,587	72.2	- 4.2	+73.1	18.97	19.33
Engines and pumps	11	1,691	53.4	- 3.6	+57.5	26,045	30.6	- 5.6	+64.5	15.40	15.74
Hardware and tools	61	8,568	72.7	- 2.2	+30.3	134,618	52.2	+ 0.8	+63.1	15.71	15.25
Non-ferrous metal products (5)	52	6,757	83.8	- 2.4	+24.9	116,706	65.6	- 2.4	+30.9	17.27	17.04
Brass and bronze	25	1,278	56.3	- 6.5	+33.7	23,027	39.3	- 0.8	+48.9	18.02	16.34
Smelting and refining	6	2,902	86.0	- 3.5	+34.2	51,340	68.1	- 1.4	+45.8	17.09	17.32
Stamped, enameled and plated ware	5	825	19.4	-13.4	+21.3	9,878	7.9	-24.0	+12.9	11.97	13.63
Jewelry and novelties	7	845	81.5	+ 1.4	+13.7	17,786	73.3	+ 0.3	+25.1	21.05	21.28
Other non-ferrous	9	907	132.8	0.0	+18.6	14,675	109.0	- 3.8	+18.1	16.18	16.81
Transportation equipment (5)	79	26,429	58.0	+ 3.2	+18.1	508,535	35.5	+ 2.3	+20.3	19.24	19.53
Automobile and motor trucks	3	889	80.4	+ 6.9	-14.3	18,332	29.9	+22.5	- 6.6	20.62	18.02
Auto and truck bodies and parts	20	6,689	84.2	+ 3.4	+178.8	185,957	63.1	+ 0.3	+183.0	20.33	20.98
Locomotives and cars	14	7,761	22.1	- 0.5	+ 2.8	129,543	14.2	+ 2.9	+18.6	16.69	16.33
Railroad repair shops	38	8,476	64.4	+ 4.7	+ 8.4	166,157	38.0	+ 4.7	+ 4.7	19.60	19.96
Shipbuilding	4	2,614	37.1	-20.4	+56.5	58,546	34.1	-25.4	+79.5	22.40	23.93
Textiles and clothing (12)	308	82,264	98.8	- 0.6	+ 6.9	1,309,953	77.2	- 6.9	+19.9	15.92	16.67
Textiles	242	71,378	97.1	+ 0.5	+11.1	1,175,241	77.5	- 3.7	+19.4	16.47	16.99
Cotton goods	38	4,958	57.0	-12.6	+16.3	82,934	39.6	-14.5	+26.1	16.73	17.09
Woolens and worsted goods	17	4,825	80.7	-11.6	+19.2	73,676	61.4	-18.5	+22.1	15.27	16.54
Silk manufacturing	89	27,001	107.5	+12.9	+ 8.7	361,710	72.3	+15.3	+27.5	13.40	13.19
Textile dyeing and finishing	21	2,949	97.6	- 6.7	+30.1	57,951	81.8	- 4.1	+37.2	20.34	19.83
Carpets and rugs	14	2,636	50.3	-16.3	+ 5.2	45,642	36.2	-22.6	+15.3	17.31	18.73
Hats	5	3,239	77.9	- 0.9	+10.2	75,106	73.2	- 4.1	+29.8	23.19	23.99
Hosiery	37	20,497	133.3	+ 0.6	+ 9.5	390,473	129.8	- 3.4	+22.2	19.05	19.75
Knit goods, Other	12	3,342	90.4	- 5.3	+10.6	52,899	89.3	-11.8	+14.8	15.88	16.96
Millinery and lace goods	9	2,031	77.8	- 0.9	- 1.3	84,860	68.4	- 2.6	- 2.4	17.16	17.46
Clothing	66	10,886	105.4	- 4.7	- 6.1	134,712	75.8	-19.8	+ 5.9	12.37	14.69
Men's	31	4,797	76.7	- 3.9	- 2.0	65,997	44.3	-22.7	+13.0	13.74	17.09
Women's	14	2,136	118.3	- 5.6	- 6.3	21,592	95.5	-25.0	- 4.6	10.11	12.72
Shirts and furnishings	21	3,953	128.4	- 4.7	- 8.5	47,193	117.4	-12.2	+11.0	11.94	12.97
Food products (8)	220	26,445	101.6	- 3.4	+11.8	491,043	79.5	- 3.0	+17.8	18.57	18.82
Bread and bakery products	61	7,001	106.6	- 2.6	+ 6.1	146,698	86.2	- 0.2	+ 8.7	20.95	20.47
Confectionery	39	8,224	109.4	- 0.9	+ 5.9	125,027	85.5	- 2.8	+13.1	15.20	15.51
Ice cream	22	1,060	63.2	-16.5	- 9.6	26,903	50.9	-18.6	- 7.6	26.38	26.02
Slaughtering and meat packing	25	4,029	100.8	- 2.4	+13.0	87,289	75.5	- 3.6	+ 6.8	21.67	21.91
Butter and creamery products	3	87	106.5	- 6.5	+ 2.8	1,663	71.5	- 5.7	-10.3	19.11	18.99
Beverages	28	1,588	86.5	- 2.4	+105.5	43,248	82.9	- 7.6	+152.7	27.23	28.69
Flour	7	181	98.5	+ 5.2	+32.7	3,516	70.4	+ 0.7	+35.9	19.43	20.31
Canning and preserving	35	4,275	121.6	- 2.2	+14.4	56,699	76.6	+ 3.0	+22.8	13.26	13.02
Stone, clay and glass products (6)	169	24,655	73.4	- 2.0	+23.8	375,290	33.7	- 4.3	+36.4	15.22	15.51
Brick, tile and terra cotta	73	3,472	59.1	- 2.8	+16.1	40,377	23.4	- 6.0	+41.8	11.63	12.06
Pottery	11	1,823	85.6	- 2.6	+ 7.5	25,869	60.3	-10.3	+ 9.2	14.19	15.37
Cement	19	4,421	56.0	- 6.5	+ 8.5	68,430	24.6	- 7.5	+19.4	15.48	15.70
Glass	43	12,907	91.1	+ 0.2	+31.5	209,801	41.7	+ 0.7	+31.1	16.25	16.91
Marble, granite and slate	16	431	49.6	- 4.8	0.0	5,698	23.7	- 1.7	+39.4	13.22	12.79
Asbestos and magnesite	7	1,601	123.1	- 2.0	-----	25,115	72.1	-14.4	-----	15.69	17.93
Lumber products (3)	85	6,694	59.6	- 4.3	+50.5	99,449	38.4	-11.3	+53.0	14.86	15.86
Lumber and planing mills	42	1,565	32.4	+ 0.3	+58.0	23,327	21.1	- 2.3	+51.8	14.91	14.56
Furniture	37	4,492	84.4	- 7.0	+68.1	67,565	54.1	-14.9	+65.4	15.04	16.38
Wooden boxes	6	637	64.6	+ 0.6	- 2.3	8,557	48.5	- 8.8	+14.4	13.43	14.82
Chemicals and allied products (6)	120	17,828	90.9	+ 5.8	+36.3	384,392	72.7	+ 7.4	+48.1	21.56	21.16
Chemicals	42	2,064	78.7	- 0.3	+42.3	41,947	60.6	+ 2.2	+42.6	20.32	19.81
Drugs	8	1,643	93.9	- 0.4	+14.9	29,101	85.5	- 0.1	+10.3	17.71	17.67
Coke	5	2,560	72.3	+21.9	+39.3	50,257	53.9	+13.2	+151.9	19.63	21.12
Explosives	5	704	68.0	+ 9.5	+26.2	13,702	51.1	+17.2	+ 8.0	19.46	18.12
Paints and varnishes	35	1,825	93.9	- 2.9	+30.3	34,924	73.6	+ 4.1	+42.6	19.14	17.89
Petroleum refining	25	9,932	126.7	+ 5.9	+39.4	214,461	110.5	+ 9.0	+30.3	23.74	23.12
Leather and its products (3)	56	11,790	87.2	- 5.0	+ 7.8	199,093	68.5	-13.5	+15.3	16.89	18.20
Leather tanning	24	7,043	91.6	- 2.9	+19.4	139,809	75.4	- 6.5	+35.6	19.85	20.63
Shoes	29	4,603	78.5	-15.4	- 7.4	56,942	57.7	-30.1	- 5.4	12.37	14.98
Leather goods	3	144	113.8	+44.1	+48.6	2,342	85.6	+40.3	+27.6	16.26	16.70
Paper and printing (4)	171	22,789	90.3	+ 0.1	+ 9.7	526,181	71.2	+ 0.1	+ 5.5	23.09	23.06
Paper and wood pulp	32	7,923	95.7	- 1.1	+26.3	148,577	64.6	- 0.5	+27.7	18.75	18.62
Paper containers	32	3,206	95.5	- 3.5	+19.1	45,530	71.9	- 4.1	+ 2.3	14.20	14.31
Printing	107	11,660	86.7	+ 1.6	+ 1.3	332,074	73.5	+ 1.0	+ 0.4	28.48	28.67
Book and job	61	4,260	79.8	+ 2.4	- 2.9	102,723	64.1	+ 1.7	- 3.6	24.11	24.35
Newspapers and periodicals	46	7,400	95.7	+ 0.6	+ 6.2	229,351	83.5	+ 0.2	+ 3.9	30.99	31.11
Other manufactures (3)	50	12,739	-----	-----	-----	170,238	-----	-----	-----	-----	-----
Cigars and tobacco	40	10,420	64.4	+ 2.7	- 2.0	128,461	45.0	+ 0.2	+ 5.4	12.33	12.66
Rubber tires and goods	4	2,063	92.0	- 6.2	+39.2	35,636	67.7	-12.5	+19.6	17.27	18.52
Musical instruments	6	256	41.7	+ 2.2	+ 9.7	6,141	38.3	- 1.3	+46.7	23.99	24.93

¹Data compiled and published in cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. The figures in this table are not complete industrial totals but are representative samples based on reports submitted by a selected list of firms in each industry.

²In two industries the number of reports is too small to permit publication of figures. They are included in the indexes.

CWA AND THE EMPLOYMENT BUREAU

By A. W. MOTLEY, *Director*

I WONDER what reaction an industrial personnel man would have if he were called into the front office one morning and told that 280,000 men and women were to be added to the payrolls in 67 counties in Pennsylvania, and that these persons were to be added in six weeks time. The job would have to be started in forty-eight hours. There were 1,000,000 unemployed in the State when newspapers announced that 280,000 jobs were to be given out. Just to make it a little more complicated, the chief would say that 50 per cent of the 280,000 must be taken from the relief rolls and that veterans were to receive preference.

This was the task that was given to the State Employment Service and the Federal Reemployment Service in Pennsylvania in handling the employment on the CWA program.

The regular personnel of the Bureau of Employment which has offices in the larger cities is between eighty-five and ninety persons. At the peak of the program 650 persons were added to the staff. There were only a small number that had personnel experience and the problem of training the new workers was a serious task.

In order to handle the project a production program had to be set up. The first item was registration centers. The floor space was inadequate in regular quarters and additional space was secured. The State armories in several cities were turned over for registration purposes. A staff of interviewers was engaged to handle the crowds and it just seemed as though it was impossible to provide enough space to take care of the large number of unemployed. In Philadelphia, where it was found impossible to handle the throngs, three armories were used and the day the armories were opened, the crowd was as large at each of the three armories as at the one place the day before.

As the registration cards were brought into the main office from the registration centers, they were given to the occupational grouping division; this section would mark the card as to what occupation the card was to be filed under, and an index card was made. Each county was divided into districts and a separate application file maintained for each district. The application cards of persons receiving relief were in most counties kept in separate sections from the self-sustaining persons, which is the term given the applicant who is not on relief.

The local CWA administrator in each county is the employer as far as the employment service is concerned. The local CWA requisitioned the employment office for the number of men or women required, and the various types of persons needed. The time and place to report and very little other information was listed. The requisition then was placed in what was termed the pulling section. This section pulled the cards of those registered in the division where the project was to be carried on. The skilled men, such as foremen, timekeepers and mechanics, were generally called in for a final interview to see whether they would qualify for the jobs. The supervisor or his assistant would check the cards after they were filed to see that the requirements were filled.

THE cards and the requisition then went to the typing department. In this department assignment slips were made out for each CWA worker placed. These were made in quadruplicate. The original was mailed to the applicant with instructions where to report for work; the second went to the timekeeper, the third

copy to the comptroller and the fourth retained in the employment office.

From a mass production problem, the procedure seems simple. When it is considered that the human element was involved, the problem was not so simple. After each article that appeared in a newspaper that a project was approved for a certain number of men or women, the employment offices were stormed by the unemployed. When a notice was received by a Mr. Jones on Blank Street to go to work, then all the neighbors came in and said that they had registered before Jones, or that they needed the work more than he did, or accused the supervisor of playing politics because Jones was a Republican and he was a Democrat, or vice versa.

Very few people realized that need did not enter into the selection of a person on CWA work, except that 50 per cent that were selected from relief rolls. A man who owned his home was eligible and persons without dependents could be selected. Fully 75 per cent of the complaints against the CWA program were based on the fact that the public believed relief was the final criterion for selection, whereas the final decision was based on the ability to fill the job.

The most outstanding weakness of the CWA program was the fact that after the project was approved and the men were assigned, the control of operation of the project passed into the hands of the political sub-division that secured the project. It was at this point that a great deal of discrimination crept in. The supervisor on the job or the foreman received the men and then in many cases they were discharged because the men did not happen to be in sympathy with the powers that were in. Replacements were asked for and further cry of discrimination was raised as the employment service was accused of committing the deed. This evil was overcome in the latter part of the program by compelling foremen to fill out a dismissal notice and give the reasons for dismissal. The CWA local authorities then checked the foreman who was abusing his privilege.

Every known trick was used to get one of those much desired jobs. Applicants would register as many as seven times thinking they would stand more chance of getting work; laborers would register as skilled mechanics so they would have a better rate; salesmen and professional men, who had been getting by, joined the mad rush. In some of the counties the total registrations reached a higher point than were estimated as unemployed in the depth of the depression.

With all the trials and tribulations, the Bureau of Employment now is able to render more effective service than before. Each of the offices now has a complete registration of the county; the personnel has received excellent training under the most difficult conditions and the public in the future will demand that the employment service be kept on an efficient service level. The public knows now that every large community needs a central employment exchange.

Many mistakes were made in the selection of workers. Politically minded persons in a very few instances did not play the game. But this must be remembered: 280,000 persons are working now who were not working before. It should also be remembered that only one out of four received jobs, and if you can explain to the 750,000 in Pennsylvania who did not obtain jobs why they didn't and Jones did, your services are needed in the Bureau of Employment!

LABOR AND INDUSTRY IN PENNSYLVANIA

(Continued from Page Seven)

law for the more adequate protection of children by requiring the payment of double compensation to minors injured while illegally employed.

The study and investigation of the conditions of employment of migratory women and children has been the basis of department regulations regarding the employment conditions of such workers. This work also has given impetus to the movement for better educational opportunities for migratory child workers.

The bureau seeks always to have available current information on the conditions of work for women and children. Surveys of hours of work and earnings of women and children in certain industries were made by the bureau in the prosperous years of 1928 and 1929. Comparable information was secured for the same industries in the depression years of 1932 and 1933. The bureau plans to make available similar information for the current year which will show the effect of the NRA on earnings and hours of work for women and children.

The administration of the industrial home work regulations which apply to factory work carried on in private homes has been a duty of the bureau of women and children since its inception in 1925. More than one thousand employers and from 10,000 to 12,000 home workers are involved annually in this most difficult phase of enforcement of the woman's law and of the child labor law.

The Department Today

OUT of this picture of the varied activities of the Pennsylvania Department of Labor and Industry in the past twenty years there emerges a clear cut outline of the task of the department today. Indeed the name of the department itself suggests that task, to protect labor and to serve industry.

The department's task of protecting the worker is (1) to see that there is a free agency where he may receive help in finding a job; (2) if he obtains a job to see that his work place is properly safeguarded, and that sanitary conditions are up to a reasonable standard; (3) if the worker meets with an accident on the job, to help him or his dependents to secure their full rights under the workmen's compensation act; (4) if he is disabled through accident or through sickness, to offer the opportunity of re-training for a new job; (5) if he is a working child, to see that he is not permitted to work at a hazardous job, nor to work more than nine hours a day nor more than 51 hours weekly; (6) if a woman, to make sure that she is not permitted to work more than 10 hours a day nor more than 54 hours a week, that an adequate lunch period is allowed, and that seats and rest rooms are provided; (7) if a worker is involved in an industrial dispute, to see that his grievance is put before the employer without prejudice.

The job of protecting employers and of offering them certain types of service goes hand in hand with that of protecting workers. Inspection of factories for violations of the law limiting the hours of work for women and children, for example, does more than protect the women and children. It protects every other employer in the industry from illegal and unfair competition. The enforcement of the safety standards does more than protect the worker against unnecessary risk. It lightens the employ-

er's burden of workmen's compensation payments. Reliable, state-wide statistical information collected on accidents, compensation, employment and unemployment, wages, earnings, hours of labor, and building activities is made available. Today when an employer's advertisement of a single job would bring him hundreds of men and a near riot, the State employment offices are able to furnish him the right man very quickly.

The activities and program of the department have been necessarily influenced by the national recovery program. The problem of excessive hours of work during the first half of 1933 has been displaced by mounting problems of safety accompanying the rehabilitation of old factories and machines and the return to work of persons long unemployed. The placement of thousands of men and women on public and civil works projects has put unprecedented burdens on the State employment offices.

THE new emphasis of the NRA on regulation by economic areas rather than in terms of historical state boundaries does not change the responsibility of each State for the welfare of its employed people. It points the way to new achievements.

The NRA has raised wage levels. Pennsylvania, which the depression brought to a lower wage level for manufacturing than any other of the northeastern industrial states, has forged ahead from an average weekly wage of \$13.75 in January 1933 to an average weekly wage of \$18 in October 1933. The NRA also has done much to reduce excessive hours of work and to eliminate child labor. Federal legislation created the NRA. State legislation is needed to make permanent the benefits obtained under it and to assure maximum effectiveness of the Federal program. State legislation for minimum wage, for shorter hours of work, and for the abolition of child labor under the age of 16 should be enacted at the earliest opportunity.

If the state legislatures and the departments of labor join forces with the NRA, a new and widespread level of industrial welfare is the hopeful prospect.

HEADS OF THE DEPARTMENT SINCE ITS INCEPTION

Commissioners

	When Commissioned
John Price Jackson (Resigned Nov. 13, 1919)	June 4, 1913
*Walter McNichols (Acting)	Oct. 28, 1918
Clifford B. Connelley (Acting)	Apr. 23, 1919
Clifford B. Connelley	Nov. 13, 1919
Royal Meeker	Feb. 26, 1923

Secretaries

Royal Meeker (Resigned Oct. 15, 1924)	June 15, 1923
Richard H. Lansburgh	Oct. 16, 1924
Charles A. Waters (Resigned May 6, 1929)	Jan. 18, 1927
Peter Glick	May 7, 1929
Arthur M. Northrup (Resigned July 17, 1933)	Jan. 20, 1931
Charlotte E. Carr	July 17, 1933
*Deceased	

COMPENSATION LAW WEAKNESSES

Governor's Committee, in Preliminary Report, Makes Recommendations for Strengthening Act

AS the result of the preliminary report from his Committee* appointed to study the legal and practical aspects of workmen's compensation and insurance, Governor Pinchot included workmen's compensation in his call for the special session of the Legislature. In addition the administration supported twelve bills amending our Workmen's Compensation Law which were based upon this preliminary report.

The Legislature saw fit to pass only four of the less important of these bills in spite of the fact that the Governor urged complete support in the following memorandum submitted to every member of the Legislature in plenty of time for complete study of the data uncovered by his Committee:

"Commonwealth of Pennsylvania
Harrisburg, Dec. 4, 1933.

Subject: Workmen's Compensation
To: Members of the Legislature
From: Gifford Pinchot

Unquestionably our workmen's compensation system needs overhauling.

There is no excuse when men injured in industry are forced to seek public relief because of weaknesses in our Workmen's Compensation Law. I hope that you will hasten to remedy this wrong.

Last spring I appointed a well qualified Committee to investigate this subject. Hearings were held throughout the State and intensive studies were made of the records of the Workmen's Compensation Bureau. I asked this Committee for a preliminary report to be submitted in advance of the complete report because of my desire that the Legislature should have before it definitely established facts in connection with the Bills submitted. The pertinent sections of that preliminary report are attached hereto."

House Bills Nos. 194 and 196 to 206 and Senate Bills Nos. 68 to 79 were drafted and supported as administration measures on the basis of the following data and recommendations:

Termination, Modification and Review Petitions: House Bill No. 201—Senate No. 79.

Today when an insurance company or self-insurer wants to stop weekly payments a petition is filed merely stating that the condition of the claimant has improved. Until this petition has been disposed of no further payments need be made. The Committee has found many cases in which this has caused hardship: payments in about half the cases are directed by the referee to continue, but during the interval of one month to six months (averaging over 4 months in 1932) before the hearing the claimant receives nothing. He has also often progressed toward recovery so that the referee is misled as to his condition

during the interval. Practically every termination petition is contested on medical grounds: Can the claimant return to work? Our recommendation would give the referee accurate information on which to base his decision and would greatly discourage the filing of such petitions as mere time-consumers. Of course the insurance company or self-insurer cannot be asked to pay in all cases until a decision is made, for he would seldom get any of his money back if the decision went in his favor.

WE RECOMMEND: That an insurance company or self-insurer should not be permitted to stop payments on filing a termination, modification or review petition unless the petition is accompanied by a detailed affidavit signed by a registered physician who has examined the claimant within 7 days before the petition is filed and who swears that the claimant's physical status has changed and that his disability has become less serious. The form of the affidavit should be established by the Chairman of the Board, and the insurance company or the self-insurer should be required to continue payments until the petition is filed.

Cumulative Compensation: House Bill No. 206—Senate No. 69.

Injured workmen in this Commonwealth under the present law are inadequately compensated because payment for the loss of an arm or other permanent partial disability is not considered a separate benefit. When a man suffering such a disability has been totally unable to work for a time and then returns to work minus his arm, the payments due him for the loss of his arm are reduced by the amount of compensation already received.

WE RECOMMEND: That compensation for scheduled disabilities and for all other permanent partial disabilities, and for disfigurement, should be in addition to compensation for any other disability except permanent, providing that the total compensation shall never exceed 500 weeks or \$6500.00.

Comment: Compensation is cumulative in 24 states, including Massachusetts, New Jersey and Ohio. It is not cumulative in 18 states, including California and Wisconsin. Of course a law which aimed to give full compensation to every injured workman would not only make all benefits cumulative, but would pay full wages during disability. No law does this, because the burden on industry (or on whoever finally bears it) would be too heavy. The recommended solution seems a fair middle course.

Limitations: House Bills Nos. 196, 197, 201 and 202—Senate Nos. 73, 74, 77 and 79.

Many injured workmen receive less than their just compensation because our present law is unduly harsh on his right to reopen a claim once closed. The time limits on reopening are actually stricter than for actions in the courts. In our public hearings your Committee turned up case after case in which neither the compensation officials nor your Committee could aid the claimant because of these limitations. The most unjust of these limitations makes it practically impossible for the workman to reopen his case if he has signed an agreement to accept compensa-

* Prof. C. A. Kulp, Chairman, University of Pennsylvania Insurance Department, Philadelphia—Hon. Arthur C. Dale, Bellefonte—Roger J. Dever, Esq., Wilkes-Barre—Dr. L. K. Ferguson, University of Pennsylvania Hospital, Philadelphia—Shippen Lewis, Esq., Philadelphia—Hon. Harry B. Scott, Philipsburg.

tion for a definite period. It puts a premium on definite-period agreements, which cannot be reopened at all after the last payment, whereas other agreements can be. This restriction was inserted in the law in the last days of the 1927 session of the Legislature.

WE RECOMMEND: That the following provision of Section 413 should be repealed:

"That, except in the case of eye injuries, an agreement or an award can only be reviewed, modified, or reinstated during the time such agreement or award has to run, if for a definite period.

"That, except in the case of eye injuries, no agreement or award shall be reviewed, or modified, or reinstated, unless a petition is filed with the board within one year after the date of the last payment of compensation, with or without an agreement."

Providing, however, that no claim should be reopened more than 500 weeks after the beginning of disability.

Comment: No other state law has a provision like ours on definite agreements. Ten states allow reopening on other claims at any time. Fifteen states have no provision.

WE RECOMMEND ALSO: That the time for filing claim petitions should be increased to 2 years. The time limit for filing appeals to the Workmen's Compensation Board should be increased to 20 days. The time limit for filing appeals to the Common Pleas Court should be increased to 20 days and it should be provided that the party taking the appeal need not file a statement of exceptions at the same time as he files the appeal but may file at some later time to be specifically limited.

Mining Rules: House Bill No. 203—Senate No. 70.

Injured workmen, especially miners, are being deprived of their compensation rights because at the time of the accident they were violating safety statutes or rules. This is not the intent of the compensation law and is particularly unfair when the rule violated is a mere regulation of the mine or plant.

WE RECOMMEND: That the violation of a safety statute or rule should not prevent the injured man from receiving compensation.

Comment: This change in the law would have to be carefully framed. If a man committed a serious felony, he should not receive compensation for a consequent injury. It seems unfair that he should be deprived for violation of a mine rule, which at the worst is a misdemeanor.

Attorneys' Fees:

The principle of workmen's compensation contemplates that benefits should be net and not subject to deductions for lawyers' fees. It is at least arguable that all legal costs should be paid by the state or the insurance companies and self-insurers. Under our present system the claimant is handicapped if he goes before a referee or the Board without a lawyer and if he hires one he must give up a part of his ultimate payment in advance. Your Committee has discovered cases of attorneys' fees as high as \$900, and as much as one-half the total amount awarded.

WE RECOMMEND: That in every contested case, the fee of the claimant's attorney should be made a part of the record and allowed by the tribunal that finally decides the case.

WE RECOMMEND ALSO: That in every agreement case the fee of the claimant's attorney should be entered of record.

Promptness of Compensation Payments: House Bill No. 204—Senate No. 72.

Much hardship is suffered by injured workmen because insurance companies and self-insurers are slow and irregular in making payments. In the files of the contested cases studied by your Committee, well over half contained no record at all of the date of first payment. Some insurance companies and self-insurers, we have discovered, file no receipts at all; others pay at very irregular intervals. The practice of certain insurance companies of paying compensation checks through attorneys or the employer is not fair to the workman. The money is due him directly and should pass through no other hands. This practice adds to delay and it encourages excessive legal fees and coercion by the employer.

WE RECOMMEND: That carriers and self-insurers should be required to file promptly a standard voucher-receipt for each compensation payment, and these payments should be made regularly and at the same intervals as the injured has received wage-payments.

That carriers and self-insurers should be compelled (through rules of the Workmen's Compensation Board) to pay all compensation to the claimant directly and not through an attorney or the employer.

That the posting of the name of the carrier or the notice of self-insurer's exemption on the employer's bulletin boards should be required by order of the State Industrial Board.

Check on Compensation Payments: House Bills Nos. 199 and 200—Senate Nos. 71 and 75.

The Director of the Workmen's Compensation Bureau has discovered numerous cases in which the insurers have the claimant agree to take whatever they will later choose to allow, and to sign receipts for money before it is paid.

WE RECOMMEND: That the signing by the claimant of blank receipts and blank agreements should be prohibited.

That agreements should be filed in duplicate, a copy to be forwarded to the claimant, and that the agreement forms should be humanized and all insurance companies and self-insurers be required to use the revised forms.

Medical Benefits: House Bill No. 206—Senate No. 69.

Our present compensation law provides inadequate medical and hospital treatment for those who most need it: workmen who have suffered serious injuries. It makes no provision for medical treatment beyond the first 30 days of disability or over \$100. Adequate medical treatment is not assured to workmen suffering with fractures, infected hand injuries, brain injuries and other forms of severe traumatism. In some cases it is true employers or insurance companies assume responsibility for treatment

beyond the 30 days, hoping thereby to reduce the period or the amount of disability. In other cases the injured must seek his own medical treatment after the 30 day period which he must pay for out of his compensation payments. This latter is especially true where there is a specific loss, as the loss of a finger, a hand, or a foot, for which the employer or his insurance company is required to pay compensation for a definite number of weeks. Frequently no effort is made to continue the treatment beyond the 30 day limit because the employer or insurance company knows it will be unable to reduce the amount of compensation payment.

The 30 day limitation for medical treatment also works an injustice to hospitals, doctors and others providing medical services. In one year the total loss to 141 hospitals in Pennsylvania for the treatment of industrial injuries beyond the 30 day limit was \$130,033.43, not including losses to doctors who rendered services to these patients. *State-owned hospitals* do not escape these losses. In a single hospital (Ashland State Hospital) the cost of services beyond the 30 day limit for 279 cases was \$51,821.

Not infrequently an employer or insurance company maintains a clinic in a large city to which injured workmen from the city and the surrounding towns are compelled to go. When daily or frequent treatment is necessary the cost of transportation to and from the clinic often unjustly eats into the small compensation allowance.

WE RECOMMEND: (1) That the medical benefits of the compensation act should be extended to provide for treatment during the first six months after the date of the injury and the \$100 limitation for medical benefits should be removed.

Comment: The extension of the time limitation to six months and the removal of the \$100 limitation would assure medical treatment until the need for it is ended for more than 99% of those injured in industrial accidents. In 23 of the states and in Federal compensation jurisdictions there is no limitation of medical benefits either in time or money. Our recommendation is not only not without precedent but would do no more than put the Pennsylvania law on a par with the other great industrial states of New York, Massachusetts, and Illinois. This change probably would not greatly increase the cost of compensation because at present many employers or insurance companies voluntarily assume treatment of the injured beyond the limits. It would insure to every injured workman medical treatment as long as needed.

WE RECOMMEND: (2) That where the employer or carrier provides medical treatment at a distance from the injured workman's home, he should be required to provide transportation or pay the cost of transportation to the place of treatment.

Dating of Medical Benefits: House Bill No. 206—Senate No. 69.

Today when an injured employe continues at work after his injury employers often refuse to provide medical treatment because the present law states that the employer shall provide medical services for the first 30 days of the *disability*. A workman is not considered to have a disability if he does not lose time from his work. Medical treatment should be assured the injured from the date of the accidental injury.

WE RECOMMEND: That medical benefits should begin with the date of the *accidental injury* rather than with the date of the disability. An injured employe should be assured medical treatment for accidental injuries which arise in the course of employment whether or not he is able to continue with his work in spite of the injury.

Physicians' and Hospital Fees: House Bill No. 205—Senate No. 78.

AT present employers and insurance companies often arbitrarily refuse to assume responsibility for medical treatment required of them under the law. The injured man and his employer are the only parties at interest, although lawyers in contested cases may be assured payment of a reasonable fee for their services if they secure approval by a referee or the Board. Where the employer or insurance company refuses to pay for medical treatment, hospitals (including state-owned hospitals) and doctors can recover the cost of their services only if their bills are presented to a referee or the Board *by the injured workman*. This the injured is usually unwilling to do because he naturally dislikes the trouble of appearing before a referee and because he runs the risk of losing his job if he does so. Of the \$51,821 owed the state hospital referred to above, \$24,150 has been paid, but \$27,671 is uncollectible.

WE RECOMMEND: That hospitals, doctors, and others rendering medical services as provided in the compensation act should be made parties at interest, and that no medical or hospital fees should be greater than established in a standard table to be agreed upon by the Pennsylvania State Medical Society and the Pennsylvania State Hospital Association, as approved by the Workmen's Compensation Board. If medical or hospital fees are contested, the Board should fix a reasonable fee.

Comment: This provision would in no way extend the provisions of the present compensation act but it would simply enable hospitals, doctors, and others rendering medical service to collect their just bills where employers or insurance companies arbitrarily refuse to pay. The review of contested medical bills would prevent excessive charging.

Choice of Physician: House Bill No. 206—Senate No. 69.

In contested cases workers complain that all of the medical records relating to the course of treatment and disability are those of the employer's doctors and are partisan.

WE RECOMMEND: That the injured workman at his request should be permitted to consult a physician of his own choice at any time during his disability, the cost to be assessed against the employer or his carrier and not to exceed a total of \$5.00.

Comment: This would permit the injured to retain the services of his own physician during the course of treatment and would provide medical records other than those submitted by the employer or insurance company in contested cases.

Impartial Medical Testimony: House Bill No. 198—Senate No. 76.

Over half of the cases appearing before the Board or referees hinge on medical testimony. Did the accident produce the injury? Is the injured fully recovered, able to return to work? Is the injured totally or only partially disabled? What is the percentage of partial disability? Under the present regime a lay referee must often hear conflicting medical testimony from the doctors on the two sides. Presentation of the injured workman's case is frequently handicapped because he is unable to retain physicians to testify in his behalf.

WE RECOMMEND: That impartial medical opinion be provided by registered physicians approved by the Board and that the cost of this service should be provided for: (1) by an appropriation of the Legislature, earmarked for the purpose, or (2) by assessing the cost of the examination against the employers or insurance companies, or (3) through a special fund collected by requiring payments for fatal cases involving no dependents.

Comment: It would seem only just that the state should provide for medical examiners whose testimony can be relied upon as impartial by the referees and the Board. Under the present act the Board and the referees may appoint such examiners but there are insufficient funds provided to pay the cost. The above recommendation provides funds for this necessary service. It is probable that the Board would find the best facilities for this work in the recognized hospitals of the Commonwealth.

Self-Insurers: House Bill No. 204—Senate No. 72.1. *Revocation of Exemption Privilege.*

Accident reports were not filed as the law requires in 59% of the self-insured contested cases studied by the Committee. Receipts as required by law for compensation payments were not filed in many other cases. Under the present law the Director of the Bureau is powerless to remedy these and similar abuses. He is powerless even to stop flagrant short-changing of benefits. The present law allows revocation of the self-insurance privilege only when the employer is clearly financially irresponsible.

WE RECOMMEND: That the Director of the Workmen's Compensation Bureau should have the power to revoke the privilege of exemption from the compulsory insurance requirement of the law for failure by the self-insurer to comply with the law, or with any rule or regulation of the Workmen's Compensation Board or Bureau.

2. *Deposit of Securities.*

Of 124 self-insurers with outstanding liability in September 1933 only 89 had set up reserves: of these only 16 had trusted their reserves, 20 had separate funds under their own control and the remaining 53 were maintaining mere bookkeeping accounts. Especially in times like these it is vital that injured workmen be protected by real and not bookkeeping reserves.

WE RECOMMEND: That the Director of the Workmen's Compensation Bureau should require from every self-insurer deposit of security with the State Treasurer (of the same standard as required of carriers) to an amount sufficient to cover his entire outstanding liability in incurred claims.

Summary of Workmen's Compensation Bills based on Governor's Committee's preliminary report:

House Bill No. 194 and Senate Bill No. 68 each covers all of the points included in following individual Bills.

- | | |
|---------------------------------|---|
| House No. 196
*Senate No. 73 | Extends time for appeal from Referee's award to twenty days (from ten days). |
| House No. 197
*Senate No. 77 | Extends time for appeal from Board's award to twenty days (from ten days) and allows thirty days for filing exceptions. |
| House No. 198
Senate No. 76 | Assesses cost on the employer of impartial medical testimony before Board or Referee. |
| *House No. 199
Senate No. 71 | Forbids employers accepting receipts showing payment of compensation when no such payments have been made. |
| *House No. 200
Senate No. 75 | Requires insurers to submit all compensation agreements in duplicate and requires Bureau to send one copy to employe (to prevent agreements being changed after employe signs). |
| House No. 201
Senate No. 79 | Eliminates statute of limitations found in Section 413 which narrowly limits the right of injured workers to reopen cases.
Requires physician's affidavit to be filed with all petitions for termination of workers' compensation. |
| House No. 202
Senate No. 74 | Extends general statute of limitations on filing of claims from one year to two years from date of accident,—brings Compensation Law in line with general tort law. |
| House No. 203
Senate No. 70 | Eliminates violation of safety or mining statute as a defense to payment of workmen's compensation. |
| House No. 204
Senate No. 72 | Requires self-insurers to obey rules and law (as well as to maintain solvency) in order to retain insurance exemption privilege. |
| House No. 205
Senate No. 78 | Allows physicians to present compensation claims to Board. |
| House No. 206
Senate No. 69 | Requires that the number of weekly payments provided for permanent injury (arm loss, etc.) be paid <i>after and in addition to</i> the regular weekly disability benefits. |
| | Extends medical and hospital benefits to six months (from 30 days) and removes the \$100 limit. |

* These bills were passed by the Legislature and signed by Governor Pinchot.

State Workmen's Insurance Fund

By J. HOWARD DEVLIN, *Manager*

State Workmen's Insurance Fund



THE State Workmen's Insurance Fund was established by the act of June 2, 1915, P. L. 762, which provided for the administration of a fund for compensation insurance for injured employees of subscribers through the State Workmen's Insurance Board and the State Workmen's Insurance Fund.

The Administrative Code of 1923, Section 1711, placed the State Workmen's Insurance Board in the Department of Labor and Industry. The powers and duties of the board are defined by the original act of June 2, 1915, P. L. 762, and confirmed by Section 2211 of the Administrative Code of 1929. The Fund is self-supporting, having refunded to the State Treasury in 1921 the sum of \$500,000 originally appropriated to it for the expense of organization and operation.

The Secretary of Labor and Industry exercises general administrative control over the personnel of the Fund.

During the sixteen years of its existence the State Workmen's Insurance Fund has been a successful medium through which employers of labor may obtain compensation insurance at net cost. The Fund was created by the Legislature to provide employers of labor with compensation insurance at the lowest possible cost.

The source of income of the Fund is the premiums paid into it by policyholders. All losses reported to the Fund by its policyholders are paid from these premiums and proper reserves are set up for outstanding claims at the end of each calendar year.

Branch offices are located conveniently throughout the State for the purpose of adjustment of claims and payment of compensation

and medical expenses with the least possible delay.

The Fund numbers among its policyholders operators of some of the largest industrial enterprises, many of whom have been insured with the Fund since its inception. The affairs of the Fund are conducted in the same manner as any other insurance company except that all profits are returned to the subscribers and policyholders in the form of dividends.

The Fund has a general surplus of \$1,823,225.32, while its tentative assets, as of December 31, 1933, total \$10,892,250.80. From a financial viewpoint, therefore, it is evident that it is a sound business enterprise. The consistent renewal of policies by policyholders of the State Workmen's Insurance Fund is conclusive evidence of their confidence in the Fund and its financial stability.

Growth of the Fund is most aptly illustrated in its premium income. In 1916 the premium income was \$285,000, while in 1933 it had reached \$1,044,406.02. There is a reserve for catastrophe of \$1,000,000 and catastrophic re-insurance in the sum of \$500,000.

Insurance policies issued by the Fund do not differ materially from those issued by other carriers except that under the law creating the State Workmen's Insurance Fund, no provision was made for levying of any assessments against any policyholder except the premium. The policies completely release the employer from all liability in the event of an accident to any of his regular employees. The policy further makes the Fund the sole party to any suit which may be brought by an injured employee, thereby releasing the employer from all costs and trouble.



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Johnstown

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Pottsville

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March, 1934

THE DEPARTMENT'S NEW MEDIATION SERVICE

THE setting up of the new bureau of mediation in the Department of Labor and Industry on February 15 brings back into the Department one of its most valuable services to the employers and workers of Pennsylvania. This service was wiped out in 1933 by the General Assembly in the name of economy.

The fact that the last special session of the Legislature appropriated money for this service is real testimony to the fundamental need for such a service in an industrial state. Formerly the service was called the bureau of industrial relations. It was under the direction of Stephen Raushenbush. The new director, Clarence J. Moser, of Allentown, has had long experience in labor relations. He acted for a number of years as secretary of central trade and local council of Allentown after some eighteen years with the barbers' union. During the last twelve years he has devoted his entire time to the work of the American Federation of Labor with a wide experience on public relations as editor of the *Pennsylvania Labor Herald* in Allentown. He also represented the building trades organization in that city.

One of the pressing problems in Pennsylvania industry is that of labor relations. This sore spot has been even more aggravated by the readjustment inherent in NRA codes and tremendous Government outlays for civil works and public works. The codes bring a whole host of new problems into this field. The release of thousands of workers for CWA projects brings new pressure on industry to absorb Pennsylvania's unemployed. It is obvious then that strikes and industrial unrest are greatly multiplied. Not only is this true theoretically but department statistics show that labor disputes increased from 129 last June to 1,119 at the first of this year.

The bureau realizes that the work of mediation does not begin wholly with the settlement of strikes already under way. The workers stand to lose a great deal in much needed wages, and employers suffer tie-ups in production through strikes. The bureau attempts to arrange settlements between employers and employees on their disagreements before actual strikes develop. This method is a real advantage to both the worker and the employer.

Arbitration work of this kind can be satisfactory only if employees and employers keep the bureau of mediation

informed on all disagreements and impending strikes. It cannot be emphasized too greatly how essential it is to the bureau's work that this information reach it immediately.

Field mediators on Mr. Moser's staff are: Charles Kutz, Joseph Washington, Clinton Golden, and Patrick A. Ramsey. The bureau has one branch office, at Greensburg, which is in charge of Mr. Washington.

AN INVESTIGATION OF COMPANY-PAID DEPUTIES

GOVERNOR PINCHOT has appointed a "Commission on Special Policing in Industry." He has charged that commission with investigating the riots and deputy sheriff shooting at the Ambridge Steel Mills in October. He has asked this commission further to look carefully into the whole practice of using company-paid deputy sheriffs to police Pennsylvania industrial towns and properties. For a long time certain Pennsylvania employers have maintained that the only way to protect their properties is to put on their own payrolls industrial police of one kind or another. The well-known coal and iron police were used by these employers for a number of years. In the past three years no coal and iron police have been commissioned. Arrangements, however, have been made with sheriffs to appoint deputies that the companies then employ and arm.

Tremendous opposition to this system has been voiced in Pennsylvania, particularly among labor organizations. It has been maintained that the deputy sheriff system was unnecessary and brutal. Governor Pinchot charged that deputy sheriffs had been used to prevent the organization of trade unions.

The disorders at Ambridge in which one man was killed and more than fifty wounded brought the whole question to a head in Pennsylvania. It was charged that a large posse of deputy sheriffs attacked pickets at the steel mills in Ambridge without justification. It also has been reported that through the medium of company-paid deputies, workers were denied the right to attempt to organize

(Continued on Page 2)

QUARTERLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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Advisory Board—BEATRICE MCCONNELL, WILLIAM J. MAGUIRE,
STEPHEN SWEENEY, A. W. MOTLEY

Vol. XXI, No. 1

March, 1934

All material is released to the press upon receipt

The Department of Labor and Industry announces the suspension of the Monthly Bulletin and its replacement by a quarterly for the year 1934. This action is taken as an economy measure. Statistics to conform with the quarterly publication have been substituted for the monthly tables published previously. Mimeographed copies of the monthly statistics are available upon request.

AN INVESTIGATION OF COMPANY-PAID DEPUTIES

(Continued from Page 1)

steel mill workers as provided by the National Industrial Recovery Act. Workers' headquarters were raided without warrants, union funds were confiscated illegally, and union workers were sent to prison without hearing, according to reliable information.

Shippen Lewis, a Philadelphia attorney, and an authority on labor standards, is chairman of the commission. Already the commission has had a special hearing in Ambridge and has interviewed union labor representatives of the employers and other witnesses. Among the evidence found by the commission was a news reel of film of the attack by the deputy sheriffs. The Governor's views on the deputy sheriff system are set forth in his letter appointing the commission in which he said:

"I am convinced in my own mind that the company-paid deputy sheriff system delayed the arrival of a new deal for labor in the bituminous region in Pennsylvania for years.

"I believe the system was a source of strife and trouble and a means of retarding recovery last year at a time when everyone should have been doing his utmost to make the national recovery program a success."

This investigation promises for the first time to put the facts about the whole industrial police system before Pennsylvania in an unbiased detailed report. The Governor has promised to lay the facts found by the commission before the Legislature as the basis for a real remedy. It is expected that the commission's report will open the way to a settlement of a long festering sore in Pennsylvania industrial relations.

Mr. Lewis, as chairman, has associated with him on the commission, the following: Francis Biddle, Philadelphia attorney; John J. Kane, member of Legislature and city councilman of Pittsburgh; Paul C. Lehman, former judge of Lewistown; and J. W. Madden, University of Pittsburgh law teacher. J. P. Shalloo, of the Wharton School faculty, University of Pennsylvania, and author of a monograph for the American Academy of Political and Social Science, called "Private Police, with Special Reference to Pennsylvania," is secretary to the Commission.

BUREAU OF EMPLOYMENT

NEEDED READJUSTMENTS IN PLACEMENT WORK

By A. W. MOTLEY, *Director*

WITH the end of the rush in the Civil Works Administration placement work, the bureau of employment is preparing to return to its normal activities. The officials of the various district offices of the bureau of employment now are turning again to employers in industry in the hope that some of the 384,212 persons whose applications are on file may be placed in private employment.

There never was a time when a more complete registration of the unemployed was available in the files of the public employment service. The applications for employment are filed under 29 industrial headings, which are subdivided into various occupations under each industrial section. Almost every occupation and profession is represented by applicants for CWA employment with their various qualifications, experiences, and expectations listed on individuals cards.

Since the middle of November when the CWA program was started, the contacts that the employment service had maintained with industry were broken on account of the immense work of handling the thousands of applicants. These contacts through personal visits by the interviewers of the district offices and by correspondence kept the employing group fully advised of the service that could be rendered by the employment bureau, and often meant employment for some person who had been registered. That employer-visitation is valuable clearly was proved during the CWA program, as the placements during the period of November, December, and January by the state employment offices in private enterprises dropped to the lowest level for the past two years. The one exception was the hotel and institutional section of the Philadelphia office. During this period, this section was kept entirely out of the CWA program, and the employer-visitation work went on. This section was the only one in any of the offices that maintained its placement record during December, January, and February.

The fact that nearly a half million residents of Pennsylvania have placed their applications on file in the public employment service puts a great responsibility on the service. These applicants are expecting to be directed to employment. Their hopes must be transmitted by the staff of the employment service to the employers and to the contractors holding Public Works Administration contracts.

With this in mind the month of March had been designated as a period when all the employers in the districts where the offices are located were to be visited in the interest of those registered for employment.

Workmen's Compensation Board

SCHEDULE OF HEARINGS FOR THE SECOND QUARTER 1934

Wilkes-Barre	April 3
Pottsville	April 4
Philadelphia	April 5-6
Pittsburgh	May 1-2-3
Harrisburg	May 21 (P. M.)
Pottsville	May 22
Wilkes-Barre	May 23
Scranton	May 24
Philadelphia	June 5-6-7
Pittsburgh	June 26-27-28

EMPLOYMENT OF PHYSICALLY DISABLED

By MARK WALTER, Director, Bureau of Rehabilitation

EVERY state which gains part of its wealth from industry must realize that the process of gaining industrial wealth carries its penalties. These penalties are too often in terms of human life and suffering. One of the by-products of a great industrial state such as Pennsylvania is the problem of caring for the men and women who are injured in industrial work.

Some of these injuries are cared for by workmen's compensation funds, but that does not answer the whole problem. Even after they receive compensation, there are still many workers who are so handicapped that a return to their former job is either impossible or exceedingly difficult. More than that, there are many workers who receive no compensation at all, yet have become unable to go back to their regular work because of some physical handicap. One of the wisest policies, both in the long and short view, is an effort upon all those concerned in industry to rehabilitate handicapped persons.

Pennsylvania recognized this fact early when in 1919 the Commonwealth established a Division for Vocational Rehabilitation and the placement in employment of disabled persons. Then the Federal Government followed in 1920 with the passage of the Civilian Rehabilitation Law, acknowledging the real right of the handicapped to suitable employment. Then again in 1933 Congress by passing the Wagner-Peyser Employment Act again emphasized the necessity of giving honest employment to disabled persons. The Act also pressed for coordination of employment placement facilities and rehabilitation offices.

Now, unfortunately, there appears a tendency to discriminate against employment of physically handicapped men and women. The last session of the Pennsylvania General Assembly recognized this and passed a resolution urging greater consideration for physically handicapped in public employment. It urged strongly that authorities in charge of appointments to each State Department and in every county, city and town do everything possible to place physically handicapped persons, so that they might have their fair share of work in public service.

Pennsylvania has established a placement division to take care of this type of employment for the purpose of carrying out the intent of the Wagner-Peyser Employment Act and the Pennsylvania resolution. This division is under the supervision of the rehabilitation and employment bureaus. Its offices have been set up in all the rehabilitation districts of the state. Employment managers of outstanding firms have joined in employment advisory groups to advise the bureau on matters of training, helping them find positions, and to help decide what trades and callings are suitable for such employment, both now and in the future.

The excellent work done by many employers in this service should not be overlooked. They have done an outstanding job in rehabilitating their own injured workers. They have done their share in making the worker again self-supporting by returning him to his old job or helping him work into another.

But that does not take care of the whole problem. Many of the injured employes have no one to help them, either because their employer is unable or unwilling to do so. These are the cases for which the State must become in great part responsible. The State can and does do a large part of this work by urging employers to prevent discrimination against handicapped workers and to place them whenever possible.

A good criterion for each employer is suggested by questions which he might ask himself when considering the employment of a male.

To what extent would his physical defect hamper the work of my present force if I should employ him?

Will his physical handicap really affect the amount or quality of the work he is able to do?

Is his physical handicap a more serious barrier than the less apparent mental handicaps of physically normal workers?

Is it not true that his physical handicap may spur him to make his work as good as that of the physically normal employe?

THE employer in taking on a physically handicapped worker does not assume any compensation responsibility for the worker's previous disability. This was decided by Pennsylvania Supreme Court in *Lente versus Lucci*: to wit—"when an employe who is disabled meets with a second accident resulting in total permanent disability, the employer shall compensate the employe for the loss resulting from the second injury only, and not be liable for total permanent disability."

There is no question but what safety-first campaigns, first-aid equipment, hospitalization, compensation insurance, supplying of artificial appliances, and rehabilitation by teaching a useful vocation are valuable contributions to the workers' welfare, but the real and lasting contribution which industry can make to the handicapped worker is giving him the feel of a pay envelope.

From an economic point of view, little more could be said than that the vocationally handicapped candidates for employment present a group of more stable employes than the so-called physically perfect group, as shown by a recent experiment by the Western Electric Company at Kearney, N. J., covering the period of a year. In order to carry out this experiment, the physical examination was waived, and 652 handicapped workers were matched with 652 non-handicapped workers. The investigation showed that among the non-handicapped workers a greater percentage (8 per cent) resigned than the handicapped workers. Also, that among the former group there was a greater percentage (7.4 per cent) removed from their jobs because they were not suited to the type of work. It showed that of the non-handicapped cases two per cent less were laid off, due to lack of work, than among the handicapped. The investigators conclude: "We are of the opinion that there is no real reason why people possessing certain vocational defects should not be employed by large concerns."

This experiment would seem to dispose of the employers' objections that the handicapped are not as able workers as physically sound men. We might raise the question, is the reluctance on the part of some employers not due chiefly to the presence of an ungrounded fear, rather than the feeling that the handicapped will not be able to compete successfully with the other workers, or pass the usual physical examination, or meet the requirements for insurance, or because of his susceptibility to accidents? An investigation of 4,404 cases showed that only eight suffered a second accident.

It is necessary that the personal traits of the individual be in harmony with the personality requirements of the job. Ability to do the work is only one of the require-

(Continued on Page 11)

A DECREASE IN ACCIDENTS TO CHILDREN

Double Compensation for Illegally Employed Minors in 1932

By BEATRICE McCONNELL, Director, Bureau of Women and Children

THE number of accidents reported for minors under 18 years of age in 1932 showed a marked decrease from the number in the preceding year. Part of this decrease is due obviously to the general falling off of employment in that year. The bureau believes, however, that a considerable factor in this decrease has been the amendment to the workmen's compensation law which provides for double compensation to illegally employed minors.

It is significant that the decrease in the number of accidents to minors under 18 years of age in 1932 decreased 48 per cent from 1931, while accidents for persons of all ages decreased only 24 per cent. Not only were there fewer accidents reported but there were fewer resulting in serious permanent disability than in former years. The total sum awarded for double compensation benefits during the whole year of 1932 was less than in the six-month period of the preceding year, during which the amendment was in effect.

The bureau of women and children reviewed all reports of accidents for minors under 18 years of age as they were received during the year, and referred to the bureau of inspection for special investigation 141 cases in which the reports indicated possible illegal employment. In 33, or 23 per cent, of the cases investigated the minors were found to have been injured while employed in violation of the child labor law. In addition there were 34 cases in which the investigation showed that the employer had failed to have on file the required proof-of-age certificates for 16- and 17-year old minors or that machinery on which the minors were working was not properly guarded.

The 33 minors injured while employed at a prohibited occupation or in violation of some other provision of the child labor law, were eligible for double compensation according to the workmen's compensation law as amended in 1931. Six of the 33 came under the classification of non-compensable cases, that is with less than seven days' lost time as the result of the accident. In twenty-seven, the loss of time exceeded seven days and the minor was eligible for compensation.

The type of illegal employment in these 27 cases was as follows:

Prohibited occupation	17
Operating power-driven wood-working machine	4
Cleaning machinery in motion	4
Operating automobile	3
Operating power-driven meat grinder..	2
Employed in public pool room	2
Operating dough brake	1
Car handling (coal mine)	1
No employment certificate	9
Under legal age for employment	1
Total	27

In 22 cases the disability was temporary, in five a permanent disability resulted from the accident. A 14-year old newsboy lost the sight of one eye when the knife he was using to cut a rope slipped and struck his eye. Three boys and one girl suffered amputation of fingers; three while cleaning machinery in motion, and one in the operation of a power-driven meat grinder.

Not all of the 27 minors who received compensable in-

juries while illegally employed actually received the additional compensation payments. The disposition of the 27 cases was as follows:

Double compensation paid	20
Double compensation not paid	6
Not eligible for double compensation	1
Total	27

The total amount of additional compensation involved in the 20 cases in which payment was made was \$771.65, a sum considerably less than that awarded from July 1, to December 31, 1931, the first half-year period in which the double compensation provision of the Pennsylvania compensation law was in effect. The largest single award in 1932 was \$420, the amount paid a 17-year old girl for the loss of a thumb.

There were a number of factors involved in the six cases in which double compensation was not paid. In two cases double compensation was awarded and every attempt was made to secure the payment of the additional amount, but so far of no avail. It is particularly distressing that one of these cases is that of the 14-year old boy who has lost the sight of an eye. It is even more deplorable when considered in the light of the pitifully small sum due. The boy's earnings were only \$2 a week so the compensation due him for the loss of an eye was only \$250. It is the additional sum of \$250 which the employer as yet has made no move to pay. The other case in which the compensation awarded has not been paid is that of a 15-year old boy, employed without an employment certificate, who lost a finger from his right hand while cleaning a cake-dividing machine while it was in motion. The company went into bankruptcy and the boy probably never will receive the \$75 still due him.

In the two other cases the employer refused to pay the double compensation and the minor's family refused to file a claim petition. One case was that of a 17-year old boy who lost a finger while cleaning a machine in motion. The employer took the boy back at a job in the packing department when he had recovered from his injury, but refused to pay the additional compensation of \$273. The boy's mother refused to file a claim petition for her son, fearing that it would result in the loss of his job. In the other case a 16-year old boy suffered an injury to his hand while he was employed in a pool room, employment prohibited to boys under 18 years of age. Shortly after the accident occurred the employer's business failed and the boy moved out of the State without making any claim for the additional amount.

There were two cases in which the claims of minors injured while employed illegally were disallowed by a referee. One was a 13-year old newsboy who claimed compensation for hernia caused by lifting bundles of papers. He did not report the injury until two months after it had occurred and since under the Pennsylvania law a hernia must be reported within 48 hours to be compensable, the referee was forced to disallow the claim. The other was a 17-year old boy injured while employed in a pool room. The employer contended the boy was 18 years of age and the boy failed to present proof of his age to the referee although the hearing was postponed to

(Continued on Page 11)

INDUSTRIAL BOARD

THE following regulations were approved by the Industrial Board at the meeting held February 23, 1934:

REGULATIONS

Regulations for Fire Alarm Systems.

Amendment to Article 1, Rule 1, new paragraph (h):

"The installation of second-hand fire alarm equipment is prohibited unless permission is granted by the Industrial Board for its use in specific cases where approved existing systems are removed and reinstalled, provided that such systems shall be reassembled in the same manner as originally installed and in accordance with the regulations of the Department."

Regulations for Protection from Fire and Panic—Specifications for Standard Fire escapes:

Rule 5 (a) amended to read as follows:

2. The railings for Class 2 fire escapes shall have top and bottom bars of one and one-half inches by one and one-half inches by one-fourth inch ($1\frac{1}{2}" \times 1\frac{1}{2}" \times \frac{1}{4}"$) angle iron; top bar set three (3) feet above the top of the slats or three (3) feet above the front edge of the treads as the case may be; bottom angle to be four (4) inches above the platform. The frame for the screen for Class 1 fire escapes shall consist of top and bottom bars of two inch by two inch by one-quarter inch ($2" \times 2" \times \frac{1}{4}"$) angles, top bar set five (5) feet above the top of slats or five (5) feet above the front edge of the treads, and bottom angle three (3) inches above stringer or platform. A hand rail of one (1) inch inside diameter pipe shall be provided, placed two feet ten inches ($2' 10"$) above the treads.

Posts for Class 2 fire escapes shall be one and three-fourths inches by one and three-fourths inches by one-fourth inch ($1\frac{3}{4}" \times 1\frac{3}{4}" \times \frac{1}{4}"$) angle iron supported by five-eighths ($\frac{5}{8}$) inch round or square brace. Balusters shall be five-eighths ($\frac{5}{8}$) inch round or square spaced six (6) inches center to center. Posts for Class 1 fire escapes shall be two inch by two inch by one-quarter inch ($2" \times 2" \times \frac{1}{4}"$) angles except for Type D escapes in which case the screen shall be fastened to the uprights.

All fire escapes four (4) feet or more in width shall be provided with hand rails on both sides of the platform and stairways. Platforms and stairways less than four (4) feet wide shall have hand rails on the side next the wall when such platforms or stairways are four (4) inches or more from the wall.

Rule 5 (c) 4, first paragraph, amended to read as follows:

(4) All stringers for fixed stairs shall be six inches by one-fourth inch ($6" \times \frac{1}{4}"$) flat iron except for Class 1 fire escapes, for which the stringers shall be seven inches by one-fourth inch ($7" \times \frac{1}{4}"$) flat iron. Railings for stairs shall conform to the specifications in Rule 5 (a) (2). Treads for Class 2 fire escapes shall be seven (7) inches wide and shall consist of one and one-half inches by one and one-half inches by one-fourth inch ($1\frac{1}{2}" \times 1\frac{1}{2}" \times \frac{1}{4}"$) angle iron on the outside with a two and one-half inch by one-

fourth inch ($2\frac{1}{2}" \times \frac{1}{4}"$) flat iron center slat spaced with a three-quarter ($\frac{3}{4}$) inch opening between angles and slat. Treads for Class 1 fire escapes shall be nine and one-quarter ($9\frac{1}{4}$) inches wide and shall consist of one and one-half inches by one and one-half inches by one-quarter inch ($1\frac{1}{2}" \times 1\frac{1}{2}" \times \frac{1}{4}"$) angle iron on the outside with two (2) two and one-half ($2\frac{1}{2}$) inch flat iron center slats spaced with three-quarter ($\frac{3}{4}$) inch openings between angles and slats and between slats. Treads shall be supported on stringers by one and one-half inches by one and one-half inches by one-fourth inch ($1\frac{1}{2}" \times 1\frac{1}{2}" \times \frac{1}{4}"$) angle iron six and one-half ($6\frac{1}{2}$) inches long. Other designs of approved treads may be used when of equivalent strength and drainage area. Treads shall be bolted to stringers by two (2) three-eighths ($\frac{3}{8}$) inch bolts.

Rule 5 (c) 4, second paragraph, amended to read as follows:

Counterbalanced stairs may be used on either style of fire escapes only when the landing is over a public highway or a private adjacent property. Stringers shall be five inches by one-fourth inch ($5" \times \frac{1}{4}"$) flat iron with a one and one-half inch by one and one-half inch by one-fourth inch ($1\frac{1}{2}" \times 1\frac{1}{2}" \times \frac{1}{4}"$) angle riveted to the stringer and extending from the counterweights to one-half the length of the counterbalanced section. A binder bolt shall be provided midway between the counterweights and the axle bolt. Bracket at the junction of the fixed counterbalanced stairs shall be two and one-half inches by two and one-half inches by one-fourth inch ($2\frac{1}{2}" \times 2\frac{1}{2}" \times \frac{1}{4}"$) top and bottom angle with a two and one-half inches by three inches by one-fourth inch ($2\frac{1}{2}" \times 3" \times \frac{1}{4}"$) wall angle. The bracket shall be braced by two inches by two inches by one-fourth inch ($2" \times 2" \times \frac{1}{4}"$) angle iron bolted to the bracket with two (2) one-half ($\frac{1}{2}$) inch bolts and the bracket shall be bolted to the fixed stairs by one-half ($\frac{1}{2}$) inch bolts through four inches by four inches by one-quarter inch ($4" \times 4" \times \frac{1}{4}"$) angles. The counterbalanced section shall revolve on a seven-eighth ($\frac{7}{8}$) inch axle bolt and the counterweight shall be rigidly supported to the counterbalanced section by two (2) rivets.

Rule 6—New paragraph (p) added which reads as follows:

(p) Terminal sections in all cases shall rest on a concrete base.

The following regulations and administrative rulings were approved by the Industrial Board at the meeting held March 14, 1934:

REGULATIONS

Amendments to Regulations for Ladders:

Rule 100 (a) amended to read as follows:

(a) (NI) All ladders constructed on or after June 14, 1921 shall be constructed in accordance with the specifications herein contained and shall have a uniform step and rung spacing of twelve inches (12") on centers. Any ladder having a variation in its step or rung spacing of one-half inch ($\frac{1}{2}"$) or more shall be rebuilt to meet these requirements. (Mason and manhole ladders excepted). (Plates 2-B and 5-A).

(Continued on Page 7)

COMPARATIVE FIGURES ON DEPARTMENTAL WORK

STATISTICS of work which is measureable in the Department of Labor and Industry show increased activity in January, 1934, over the same month of last year. There is much administrative procedure which cannot be measured by the use of figures.

In a number of instances in the statistics, comparisons are impossible due either to a change in the system of the monthly activities report, or to the fact that new duties have been added in the past year.

The figures:

BUREAU OF INSPECTION

	Jan. 1934	Jan. 1933
General Inspection Section:		
General inspections and visits ..	7,905	7,819
Volunteer inspections and visits	213	....
Women and Children inspections and visits	48	791
Orders to comply with State law issued	870	....
Prosecutions authorized	28	70
Prosecutions closed	38	....
Fines imposed	\$1,095	\$1,590
Boiler Inspection Section:		
Inspections and visits	910	982
Boilers inspected	539	646
Repair orders	378	....
Orders complied with	406	....
Operating certificates issued	1,474	....
Receipts for operating certificates	\$3,436.70	\$2,936.70
Elevator Inspection Section:		
Inspections and visits	1,171	583
Elevators inspected	570	580
Orders to comply with State law issued	162	....
Prosecutions authorized	1	0
Prosecutions closed	0	0
Certificates issued for operating elevators	846	....
Fees for elevator certificates ...	\$2,280.50	\$2,182.00
Mines and Quarry Inspection Section:		
Inspections and visits	247	308
Orders to comply with State law	82	101
Orders complied with	48	....
Building Inspection Section:		
Special inspections	3	31
Plans examined	156	178
Office interviews	136	185
Motion picture projectionists' licenses	648	3,256
Fees for approval of plans	\$442.00	....
Fees for licensing projectionists	\$1,956.00	....
Accident Prevention Section:		
Accident reports reviewed	5,293	....
Accident reports sent out for investigation	328	....
Accidents investigated and reviewed	356	....
Total reports handled	5,977	....

Bedding and Upholstery Inspection Section:

Inspections and visits	1,108	1,113
Orders to comply with State law issued	136	....
Orders complied with	77	....
Violations found	3,255	....
Prosecutions authorized	7	....
Prosecutions closed	8	....
Fines collected	\$90.00	\$25.00
Cash received from sale of revenue stamps	\$2,270.00	\$2,540.00

State Owned Building Inspection Section:

Inspections and visits	10	....
Orders to comply with State law issued	29	....
Orders complied with	9	....
Final plan approvals	12	....
Conferences in offices	56	....
Preliminary plans examined ...	15	....

BUREAU OF INDUSTRIAL STANDARDS

Investigation of petitions for exemption from State regulations referred by Industrial Board:		
Completed and reported	24	25
Incomplete	13	11
Investigations on safety devices referred for approval by Industrial Board		
Revisions of safety regulations ...	0	8
New safety regulations	2	16

INDUSTRIAL BOARD

Petitions for relief from laws and regulations considered, investigated and data prepared		
Meetings held	1	....
Safety devices approved	3	....
Approval of safety devices withdrawn	3	....
New regulations approved	1	....
Amendments to regulations	1	9

BUREAU OF WOMEN AND CHILDREN

Special investigations	130	22
Minor's accidents	12	10
Industrial board petitions	8	5
Miscellaneous	60	7
NRA exemptions	50	....
Home-work investigations	350	613

BUREAU OF EMPLOYMENT

Applicants for work interviewed..	140,831	12,142
Placements made	79,379	4,281
Inspections of licensed private employment agencies	331	311
Fees collected for licensing private agencies	\$705	\$600

BUREAU OF REHABILITATION

Visits made to applicants, employers, schools, hospitals, clinics, and other cooperating agencies	1,478	773
Investigations of requests and recommendations for entrance into vocational training institutions or agencies	26	16
Investigations and recommendations for purchase of artificial appliances	25	11
Workmen's Compensation lump-sum settlement investigations	8	6
Placements in employment	33	16
Number of persons registered	3,182	2,155
Students in training	159	153
Artificial appliances bought	8	3

WORKMEN'S COMPENSATION BOARD

Opinions and orders in appealed cases:		
Referee affirmed	94	77
Referee reversed	8	12
Rehearings granted	75	17
Records returned to court	2	0
Cases withdrawn	13	11
Amended award	0	1
Total	192	119

Petitions for lump sum compensation settlements	57	54
Petitions acted upon	32	14
Other petitions acted upon, including appointments of persons to receive compensation of minor children	48	52
Miscellaneous petitions	15	29
Counsel fees allowed	3	4
Total	290	218

WORKMEN'S COMPENSATION REFEREES

Cases on hand Jan. 1.	3,716	2,519
New assignments of cases	857	886
Cases disposed of	756	816
Reassignment of cases	5	28
Cases on hand Feb. 1	3,812	2,561

BUREAU OF WORKMEN'S COMPENSATION

Numbering, indexing, dating, and filing accidents reports	8,241	7,132
Coding and punching accident reports and agreements	12,938	12,071
Examining, computing, approving, and filing agreements and awards. Total cases	4,697	4,939
Checking and filing receipts showing regularity of compensation payments under agreements and awards	13,000	13,000
Receiving, docketing, and referring to referees petitions in contested cases	768	657
Mailing decisions of referees to parties to proceedings	640	714

Reviewing and passing upon applications of employers for exemptions from insuring compensation liability. Reviewing financial statements and keeping check on financial condition of exempted companies. Seeing that securities are deposited and maintained where necessary to guarantee payment of compensation by self-insurers

Investigating reports of failure of employers to insure or secure exemption	442	450
Bringing prosecution for violation of this requirement of the law	276	92
Cases completed by adjusting division	3	....
	192	421

INDUSTRIAL BOARD

(Continued from Page 5)

Rule 101 (g) amended to read as follows:

(g) (AI) Ladders over thirty feet (30') in length shall be provided with cages or wells of adequate dimensions except when the ladder is built in zigzag sections and provided with platforms between sections, or when ladders are installed on stacks or on towers or the supports of water tanks. If, in the case of ladders on towers or supports of water tanks, the ladder changes its angle of rise so that the climb becomes vertical, such ladders shall be provided with cages or wells extending from the top of the ladder down to a point at least five (5) feet below the point of change in the angle of rise.

ADMINISTRATIVE RULING

Regulations for Protection from Fire and Panic:

"That where assembly halls are a part of corrective institutions and strict discipline and military-like training is in effect upon every use of such hall, the intent of Rule 116 (a) of the Regulations for Protection from Fire and Panic may be considered to have been complied with when not more than sixteen (16) seats are placed between aisles; provided that all other regulations of the Department are met."

REVISION OF MAILING LIST

The mailing list of the Department Bulletin is being revised. Return cards were enclosed in the last issue, asking you to send them to the Department if you wished to continue receiving the BULLETIN.

Approximately 6,000 of these cards have been returned, and a few still are being received each day. Before the next issue is published we intend to drop from the mailing list names for which no cards have been received.

If you wish to continue to receive the BULLETIN, either mail in the card from the previous issue, or drop us a postcard before June 1, 1934.

—The EDITOR.

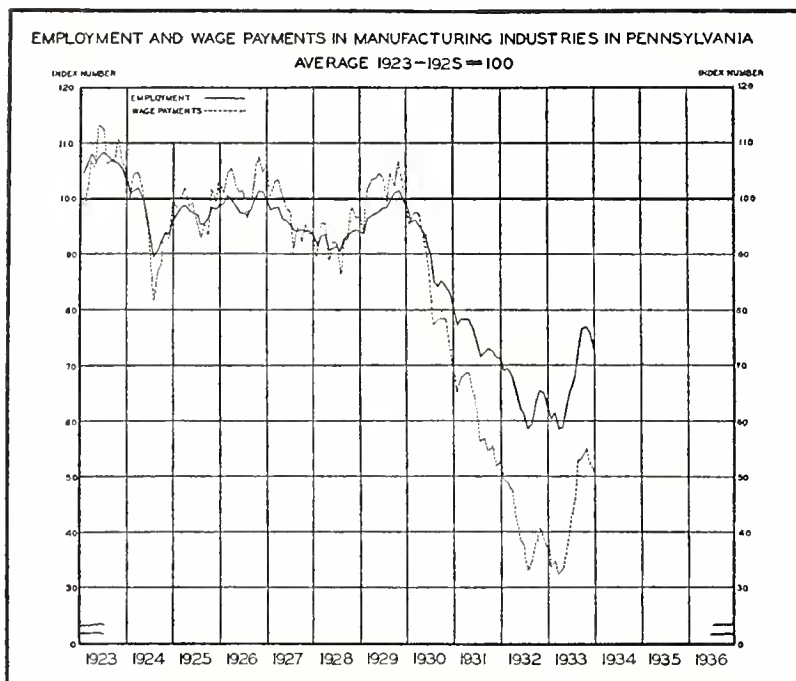
INDUSTRIAL TRENDS IN PENNSYLVANIA

By WILLIAM J. MAGUIRE, Director, Bureau of Accounts and Statistics

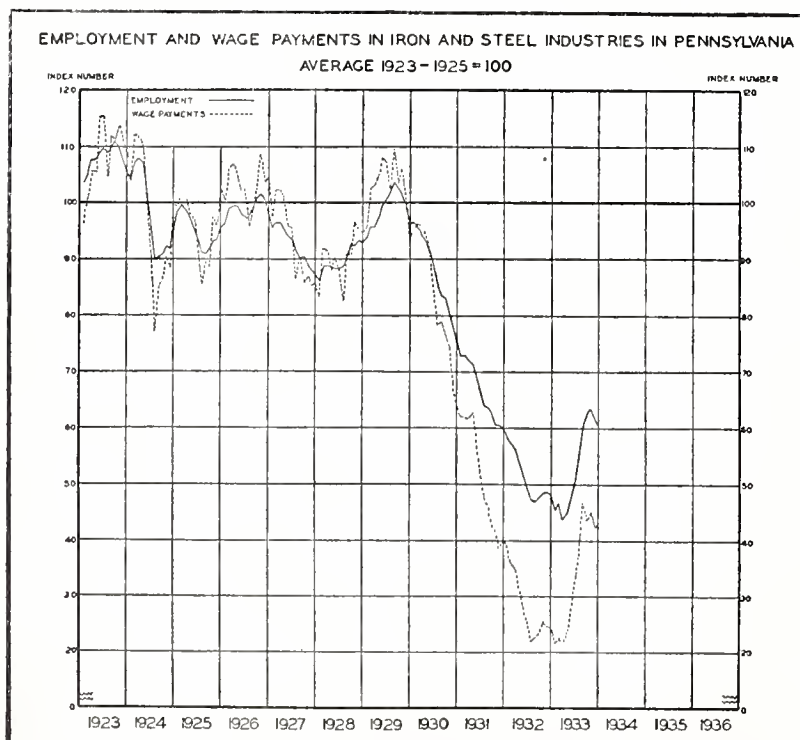
INDUSTRIAL employment in Pennsylvania increased 2.6 per cent and payrolls 3.4 per cent in February as compared with January, according to reports from more than 5,400 employers. The figures for February, 1934, represent gains of 10.6 per cent in employment and 25.9 per cent in payrolls as compared with totals for the corresponding month last year.

MANUFACTURING INDUSTRIES

Large gains in both employment and payrolls were shown in manufacturing industries. Reports from 1,736



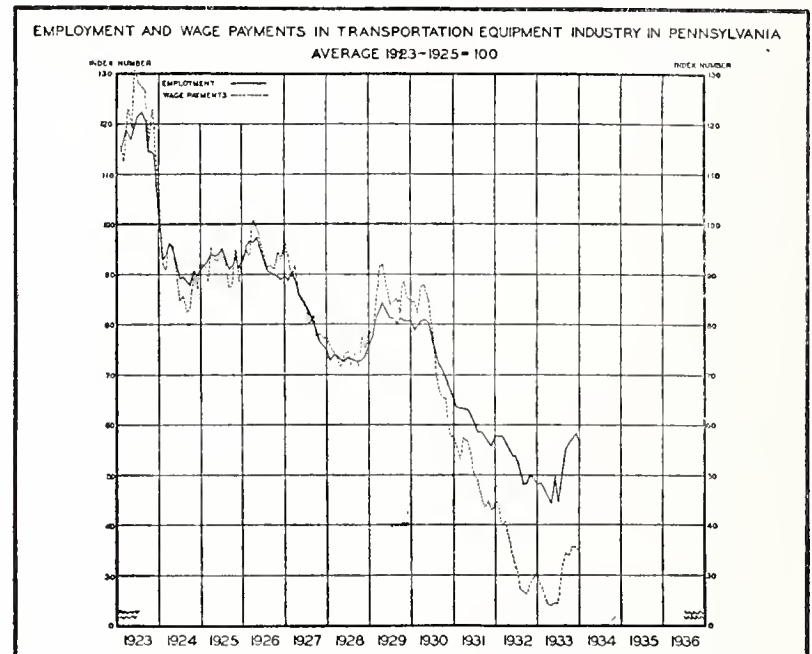
manufacturing firms showed increases of 5.9 per cent in employment, 12.4 per cent in payrolls, and 11.3 per cent in employe hours for February over January. Seven of the eleven manufacturing groups showed increased employment. The largest increase, 24.2 per cent, shown in "other manufactures," was due to an employment gain of



33.4 per cent in the cigar and tobacco industry. Textiles and clothing, iron and steel, food and leather also showed

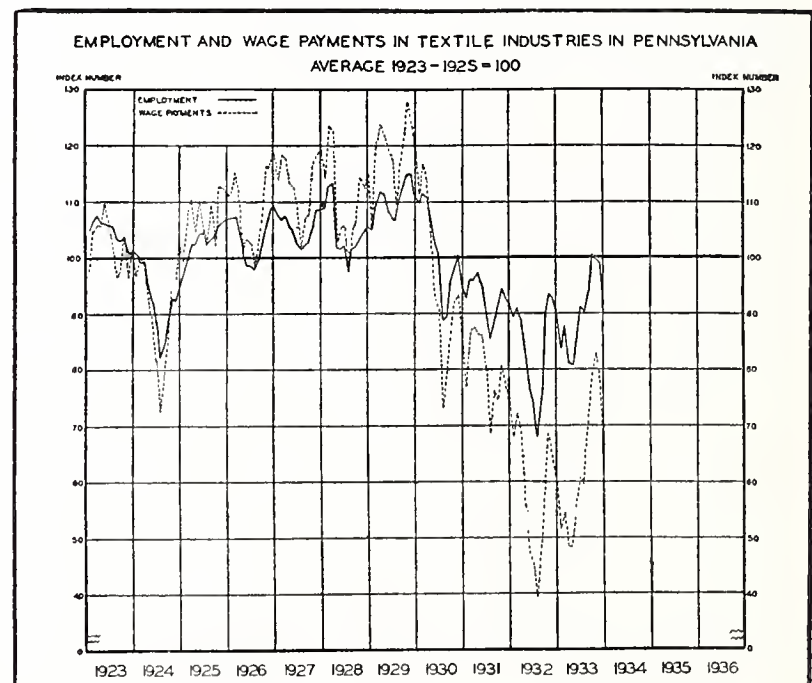
substantial employment gains. Increased payrolls were shown for all manufacturing groups.

Hours worked in manufacturing industries advanced 11.3 per cent for February over January, the gain being shared by all groups except chemicals and allied products.



Average weekly earnings of manufacturing workers increased from \$16.87 in January to \$17.81 in February. Average hourly earnings, however, declined slightly.

Average hours worked per week in manufacturing advanced from 30.6 in January to 32.5 in February. The longest average working week was reported by food products, 39.2 hours, in contrast to the shortest week of 29.7 hours in iron and steel.



NON-MANUFACTURING INDUSTRIES

The trend of employment and payrolls in non-manufacturing industries was downward in February. Employment decreased 1.2 per cent and payrolls 3.7 per cent.

The construction and contracting industry reported the largest declines, 14.0 per cent in employment and 10.4 per cent in payrolls. Anthracite coal mining payrolls also dropped 10.1 per cent. A decline in employment of 5.4

INDEXES OF EMPLOYMENT AND PAYROLLS, AND AVERAGE WEEKLY EARNINGS IN PENNSYLVANIA INDUSTRIES FOR FEBRUARY, 1934, PREPARED BY THE DEPARTMENT OF LABOR AND INDUSTRY¹

	No. of plants reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Feb. 15, 1934	Index numbers Average-1933=100				Total weekly payroll—week ended Feb. 15, 1934	Index numbers Average-1933=100				Week ended		
			Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933		Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933	Feb. 15, 1934	Jan. 15, 1934	Dec. 15, 1933
TOTAL—ALL INDUSTRIES ² -----	5,425	681,341	104.2	102.7	100.3	92.6	\$14,089,529	111.9	107.4	111.7	88.6	\$20.17	\$19.86	\$19.26
TOTAL—MANUFACTURING INDUSTRIES ² -----	1,736	379,950	108.9	102.7	107.7	91.3	6,767,962	120.2	107.1	115.8	79.8	17.81	16.87	17.32
TOTAL—NON-MANUFACTURING INDUSTRIES ² -----	2,689	301,391	100.1	102.7	110.8	93.7	7,321,567	104.0	107.6	107.8	97.1	22.26	22.51	20.97
Anthracite coal mining ³ -----	160	87,729	122.1	123.9	105.4	113.6	2,666,089	117.5	130.6	79.1	132.9	30.39	33.27	23.68
Bituminous coal mining -----	481	71,697	113.2	113.2	114.4	101.2	1,292,875	156.3	153.5	154.5	85.3	18.03	17.70	17.71
Quarrying and non-metallic mining -----	164	3,703	78.3	86.9	100.5	70.3	49,963	81.3	80.5	92.9	52.9	13.49	12.05	12.13
Crude petroleum producing -----	19	721	133.2	153.4	153.1	79.6	17,170	133.7	139.0	138.6	90.4	23.81	21.48	21.45
Construction and contracting -----	1,197	9,489	69.8	81.2	92.9	80.3	180,541	72.3	80.8	90.8	82.0	19.03	18.26	17.63
Street railways, bus, and taxi -----	65	15,720	103.6	99.3	99.6	101.8	382,252	102.5	100.7	99.9	108.1	24.32	24.92	24.95
Motor-freight, docks, and warehouses -----	42	3,082	108.2	104.9	103.5	89.8	53,993	115.4	108.7	106.7	91.2	17.52	17.01	15.65
Telephone, telegraph, and broadcasting -----	47	20,295	95.2	95.4	94.4	109.9	539,478	94.2	94.5	93.6	118.7	26.58	26.66	26.98
Light, heat, and power -----	43	20,041	96.3	101.8	103.0	97.9	587,385	105.3	103.5	104.5	98.5	29.31	27.29	28.93
Retail trade -----	370	29,517	105.6	105.5	132.7	87.3	561,540	105.5	109.1	131.1	88.3	19.02	19.69	18.81
Wholesale trade -----	131	3,510	104.0	104.0	104.8	97.4	92,376	103.8	103.0	104.1	99.6	26.32	26.12	26.42
Banking and brokerage -----	588	13,767	102.3	102.2	101.6	99.6	408,445	100.4	101.3	100.8	101.2	29.67	29.98	29.71
Insurance and real estate -----	154	8,714	100.2	99.9	99.8	100.1	301,610	102.4	99.6	101.2	101.1	34.61	33.79	33.63
Dyeing and cleaning -----	20	976	93.1	88.3	98.5	88.1	16,598	96.4	93.9	100.8	76.5	17.01	17.48	16.41
Laundries -----	39	2,592	97.0	98.8	99.5	98.6	40,302	103.2	104.5	104.7	97.7	15.55	15.43	15.15
Hotels -----	169	9,838	106.8	104.8	103.2	99.0	130,950	116.7	110.2	106.6	101.9	13.31	12.80	12.59

¹ In cooperation with the Federal Reserve Bank of Philadelphia, and the U. S. Bureau of Labor Statistics. These data are not complete industrial totals but are based on reports submitted by a representative list of firms in each industry.

² Weighted.

³ Reported by the Anthracite Bureau of Information.

per cent was shown for light, heat, and power companies. Firms engaged in quarrying and non-metallic mining and in the production of crude petroleum reported reductions in employment of 9.9 per cent and 13.2 per cent respectively. Increased employment was reported by dyeing and cleaning, 5.5 per cent; street railway, bus and taxi, 4.3 per cent; and motor freight, docks and warehouses, 3.1 per cent. Employment changes in other non-manufacturing industries were slight.

UNEMPLOYMENT SHOWS SLIGHT REDUCTION

The trend of unemployment in Pennsylvania continued downward in February for the eleventh consecutive month, although the reduction from the January total was small. The Department estimates that at mid-February, 1934,

there were 731,569 persons in the State without jobs of any kind. This is a decrease of only 9,481, or 1.3 per cent, as compared with the January total, but represents a reduction of 590,273, or 44.7 per cent, from the estimated total of 1,321,842 persons without jobs in February a year ago.

The estimated total of 731,569 unemployed in Pennsylvania for February does not include those temporarily removed from the industrial labor market because of employment on CWA projects. With the 248,898 workers on CWA projects as of February 15th included in the unemployed total, the February figure would be 980,467, or 26.3 per cent of the working population enumerated in the last decennial census. The total number employed on CWA projects in Pennsylvania at mid-February was 38,615 less than a month earlier.

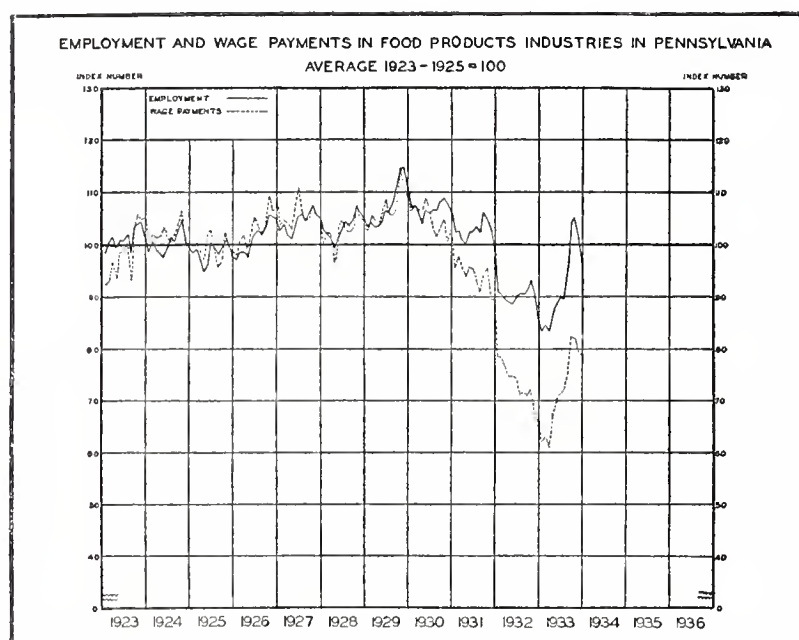
EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

	No. of plants reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Feb. 15, 1934	Index numbers Average-1933=100				Total weekly payroll—week ended Feb. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933		Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933	Feb. 15, 1934	Jan. 15, 1934	Dec. 15, 1933
Allentown—Lehigh (3 counties) -----	139	20,228	69.7	64.0	64.2	58.2	\$510,325	54.3	46.1	46.7	31.0	\$16.88	\$15.58	\$15.71
Altoona (2 counties) -----	27	5,206	73.5	67.8	73.5	72.0	85,064	46.1	33.8	43.3	29.5	16.34	13.06	15.44
Chambersburg (3 counties) -----	12	1,637	69.7	63.4	67.2	57.7	26,048	53.8	44.8	45.0	28.5	15.91	14.50	13.75
Clearfield (4 counties) -----	35	4,666	69.2	66.5	68.9	49.3	83,452	51.2	44.6	47.5	31.5	17.89	16.17	16.67
Erie (2 counties) -----	62	9,516	71.8	69.6	69.4	53.2	176,058	48.3	46.5	46.9	30.7	18.50	18.36	18.56
Harrisburg (3 counties) -----	52	12,961	60.1	55.6	53.3	50.2	208,197	43.9	38.4	38.3	27.4	16.06	15.21	15.74
Johnstown (3 counties) -----	23	9,430	40.3	40.6	40.8	32.3	150,537	29.5	31.2	30.5	15.3	15.96	16.80	16.36
Kane—Oil City (5 counties) -----	36	3,609	52.0	52.1	51.1	40.1	66,079	39.4	37.1	35.4	26.4	18.83	17.66	17.24
Lancaster (1 county) -----	58	9,945	93.2	89.8	95.7	73.7	161,863	70.2	61.6	70.9	46.3	16.28	15.01	16.24
Lewistown (3 counties) -----	6	1,674	54.2	50.4	52.2	41.9	28,944	38.2	35.1	36.2	22.7	17.29	17.13	17.03
Philadelphia (5 counties) -----	538	117,827	76.1	73.3	76.8	58.9	2,446,993	58.7	54.4	57.2	40.1	20.77	19.98	20.01
Pittsburgh (8 counties) -----	292	91,739	73.4	70.0	73.4	57.6	1,519,941	46.5	41.9	46.4	26.4	16.57	15.68	16.57
Pottsville (2 counties) -----	23	3,834	76.0	75.8	74.7	68.0	67,577	52.0	49.6	48.9	37.2	17.63	16.85	16.87
Reading—Lebanon (2 counties) -----	111	25,053	74.4	74.6	75.8	69.5	446,502	55.9	48.2	54.5	35.5	17.82	15.30	17.03
Scranton (5 counties) -----	54	6,108	77.6	70.1	74.3	67.4	104,149	66.1	60.8	63.3	50.7	17.05	17.33	17.05
Sharon—New Castle (2 counties) -----	33	9,466	50.7	50.5	53.6	41.5	160,701	31.4	27.6	35.3	17.3	16.98	14.93	18.07
Sunbury (4 counties) -----	28	5,866	59.4	50.5	58.2	70.4	83,386	41.3	32.6	37.4	40.9	14.22	13.22	13.15
Wilkes-Barre (3 counties) -----	66	15,077	95.8	83.9	92.9	89.9	217,719	76.1	58.1	63.4	54.4	14.44	12.61	12.41
Williamsport (5 counties) -----	45	5,340	76.7	77.2	82.7	64.9	92,270	50.5	46.1	46.5	36.0	17.23	15.70	14.76
York—Adams (2 counties) -----	85	11,050	70.8	62.6	75.8	56.6	162,064	59.3	50.4	63.4	39.5	14.67	14.08	14.63

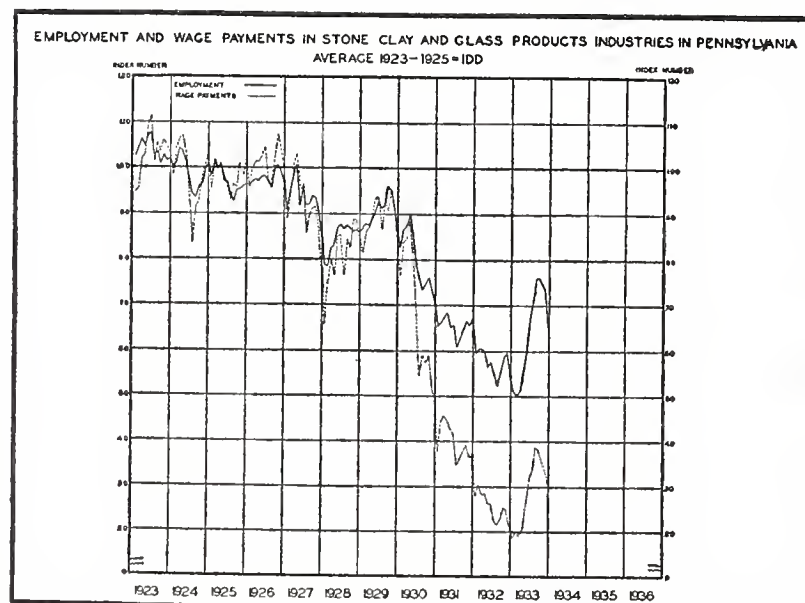
BUILDING OPERATIONS GAIN SLIGHTLY

Permits taken for building in 75 Pennsylvania municipalities during February, 1934, totaled \$1,518,709 as compared with permits totaling \$1,477,042 for February, 1933, an increase for February this year of \$41,667, or 2.8 per cent. This increase, however, does not indicate a general improvement in building conditions, but resulted from a permit taken in Philadelphia for a large apartment building to house industrial workers.

Comparative building data for January, 1934, are available for 72 of the 75 municipalities reporting for February. Permits were issued in these 72 communities during February for building construction to cost \$1,516,159 as compared with \$1,074,098 in January, an increase of \$442,061, or 41.2 per cent.



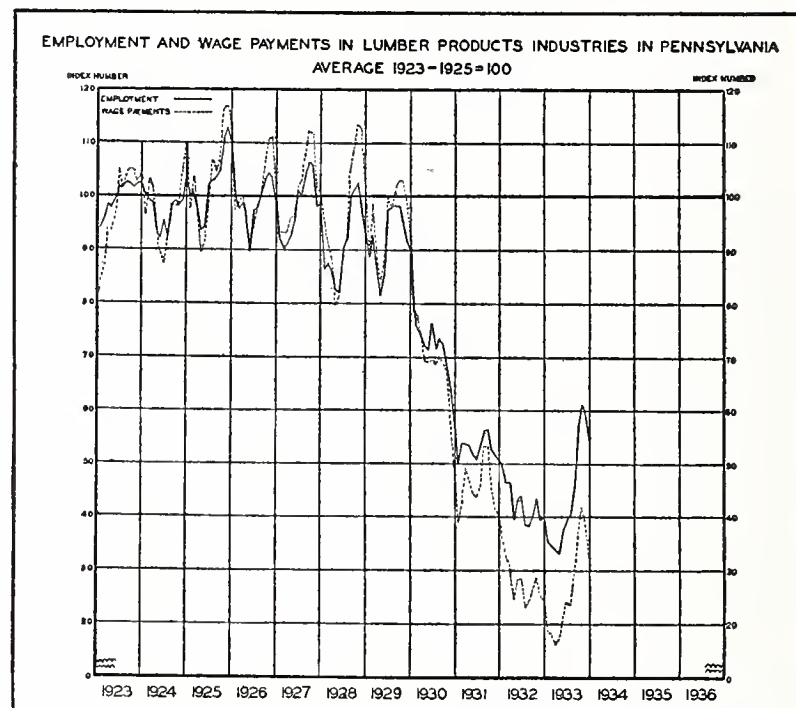
Work was started in Philadelphia during February on an apartment building housing industrial workers the cost of which is expected to be \$879,000. This building development to be called the Carl Mackley Houses and their erection is sponsored by the Philadelphia locals of the American Federation of Full Fashioned Hosiery



Workers. Carl Mackley was the hosiery worker who was killed during a strike in 1930. The permit for this large project raised the residential building total for the State to the highest level since July, 1931. One-family dwelling construction, however, continued to lag in February with permits reported for only 13 buildings costing \$93,190.

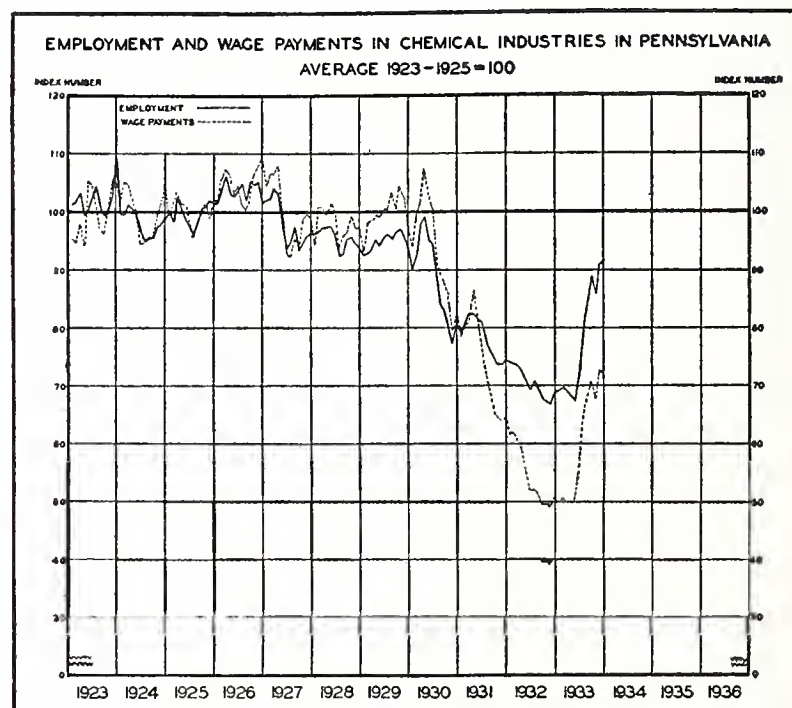
Non-residential building permits issued during Febru-

ary, 1934, in 75 municipalities totaled only \$146,252, a decrease of \$781,363, or 84.2 per cent, as compared with February, 1933. Reductions in expenditures for church, factory, public, and mercantile construction were largely



responsible for this sharp contraction in non-residential building.

Building permits issued in 72 Pennsylvania municipalities during the first two months of 1934 aggregated \$2,590,257 as compared with \$2,701,011 for the same period in 1933, a decrease in 1934 of \$110,754, or 4.1 per cent.



INCREASED EMPLOYMENT BRINGS INCREASED ACCIDENTS

Due largely to increased employment, accidents in industry for the first two months of 1934 show a 17.5 per cent increase as compared with the total for the corresponding period in 1933. Two hundred and nine fatal and 15,472 non-fatal accidents were reported during the first two months of 1934 as compared with 183 fatal and 13,158 non-fatal accidents reported during the first two months of 1933, or increases of 14.2 per cent in fatalities and 17.6 per cent in non-fatal injuries.

Accident figures for the three main divisions of industry for the first two months of 1934 as compared with

totals for the same period in 1933 are shown in the following table:

ACCIDENTS REPORTED TO THE DEPARTMENT OF LABOR AND INDUSTRY

Industry	Two months, 1934		Two months, 1933		Per cent increase in 1934	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	106	8,924	87	8,244	+21.8	+ 8.2
Coal mining	88	5,903	81	4,395	+ 8.6	+34.3
Transportation and public utilities	15	645	15	519	0.0	+24.3
Total	209	15,472	183	13,158	+14.2	+17.6

COOPERATIVE WORK IN ANTHRAX PREVENTION

By JOHN CAMPBELL, Director, Bureau of Inspection

ANTHRAX prevention long has been an objective of the Department of Labor and Industry. Rules and regulations for sanitary conditions in industry where anthrax may be contracted have been enforced for years. The danger from infection has been emphasized in many bulletins, speeches, and through other educational channels.

Recently, however, public attention was focused upon this disease through over-emphasis both in the news and editorial columns of the daily press. The presence of several cases among workmen in a mill at Sackville occasioned the publicity.

The anthrax germ in most cases is brought into the United States by imported hides and hairs. Realizing that the problem was one which extended beyond the borders of Pennsylvania, members of the Department sought the cooperation of the Federal Government.

It was agreed by authorities that probably the most effective method of prevention was that employed by England. The English Government has in operation a sterilizing and disinfecting station through which all imported hairs and hides must pass before they may be used in industry. The cost of operating this plant in England was \$500,000; cost of equipment was \$100,000, and the annual maintenance cost is \$150,000, or six cents a pound for all imported hair, wool, and hides.

It was decided, however, that the cost of erecting and maintaining one or two of these stations in the United States was too high to be considered at present. As a result of this decision, a conference was held at which time an alternate plan to lessen the hazard of anthrax was adopted.

The mill at Sackville was chosen as the testing ground for the new procedure. The plant is a very old one. It was the consensus of the conferees that anthrax could not be eradicated entirely from the factory in question due to the fact that the soil surrounding the buildings, and the walls and machinery of the mill might be impregnated with the anthrax germ.

Two steps to remedy, or improve, this condition at the factory were decided upon:

(a) Spray all machinery and walls at intervals of six months with a solution such as used on railroad freight cars in which cattle are transported. Goggles are to be worn by the sprayer.

(b) The same solution to be used for dampening the dust at the end of each day when the entire mill is to be swept.

These requirements were decided upon by Dr. Thomas Castor, inspector in charge, bureau of animal industry, U. S. Department of Agriculture, Philadelphia; Archibald G.

Wright, disinfecter, bureau of animal industry, Pennsylvania Department of Agriculture; Charles C. Black, supervising inspector, bureau of inspection, Pennsylvania Department of Labor and Industry, and myself.

Dr. R. R. Sayer, medical officer in charge of the U. S. Bureau of Public Health Service, has offered to cooperate with the Pennsylvania Department of Labor, in a statewide survey of anthrax.

A DECREASE IN ACCIDENT TO CHILDREN

(Continued from Page 4)

give him ample opportunity to do so. The boy's injury was not serious and the amount of compensation in any case would have been negligible.

The final case, an illegally employed minor not eligible for double compensation, was a 15-year old girl who was employed without a legal employment certificate. This girl had changed the name on an age certificate which had been issued to her older brother and had presented it to her employer as legal proof of her age. In this instance the employer had conformed to the provisions of the law in securing the necessary age certificate even though it later was proved to be fraudulent; therefore he was not held liable for the additional compensation.

That the double compensation provision of the workmen's compensation law has served to reduce the employment of minors under 18 years of age at hazardous occupations, and thus has reduced the number and severity of accidents to minors is evident from the analysis of accident statistics for 1932.

That another step in workmen's compensation legislation is essential for the protection of the young wage earner also is indicated clearly. The injustice of basing compensation benefits in permanent disability cases on the present earning capacity of a child is seen readily. The 14-year old boy handicapped for life by the loss of sight of one eye offers a case in point. His compensation based, as it must be according to the present law, on his present rate of wages gives him but a mere pittance as recompense for this permanent handicap.

In any program for the revision of the workmen's compensation law the principle of compensation payments in permanent disability cases based on the future earning power of the minor should receive careful consideration.

EMPLOYMENT OF PHYSICALLY DISABLED

(Continued from Page 3)

ments. The rehabilitation bureau seeks the confidence of employers in order that the employer himself may benefit by a more careful selection of his help, and the injured employe thus selected be benefited. There is a great deal of satisfaction in the work that has been accomplished for these disabled people, but there must be more opportunities for employment if this work is to be of the greatest value to the greatest number. We are not trying to do the impossible, but we are endeavoring to secure adequate justice for the disabled worker.

The completion, then, of this program rests entirely with industry. The cooperation of employers in giving these disabled persons their opportunity to once more be self-supporting and productive is necessary. The State has done its part—the obligation to provide the opportunity for employment rests squarely on the shoulders of the employers.

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

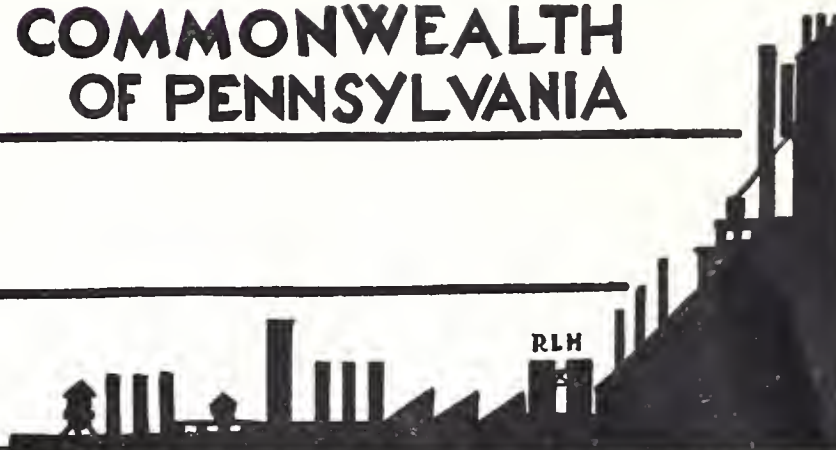
GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT						PAYROLLS				AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Feb. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended Feb. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933		Feb. 1934	Jan. 1934	Dec. 1933	Feb. 1933	Feb. 15, 1934	Jan. 15, 1934	Dec. 15, 1933
ALL MANUFACTURING INDUSTRIES (68) ²	1,736	379,950	73.7	69.5	72.9	61.8	\$6,767,962	52.4	46.7	50.5	34.8	\$17.87	\$16.81	\$17.32
Iron and steel and their products (11)	445	146,584	59.7	58.0	60.3	46.6	513,633	41.9	39.1	42.7	22.4	17.15	16.46	17.29
Blast furnaces	14	1,794	63.6	60.3	61.7	53.1	25,860	32.4	30.2	33.0	22.5	14.41	14.16	15.12
Steel works and rolling mills	62	72,714	52.9	51.3	53.7	41.2	1,191,314	39.3	36.0	41.0	19.6	16.38	15.46	16.89
Iron and steel forgings	19	2,941	83.1	77.4	71.3	47.0	63,047	63.9	55.5	50.4	24.2	21.44	20.01	19.71
Structural iron and steel	25	5,207	64.0	63.1	62.8	56.7	85,500	35.8	35.7	35.0	20.9	16.42	16.58	16.35
Heating and plumbing supplies	27	5,224	82.1	73.7	82.2	63.3	86,154	56.6	51.7	59.4	35.3	16.49	16.80	17.27
Stoves and furnaces	14	863	38.0	36.0	50.6	37.1	14,921	20.1	16.6	29.3	16.6	17.29	15.08	19.05
Foundries	72	9,404	53.7	52.6	51.7	46.7	160,942	32.3	29.1	27.6	15.1	17.11	15.77	15.28
Machinery and parts	109	12,860	54.5	53.0	54.0	44.4	258,684	44.3	42.6	43.8	26.4	20.12	19.82	19.96
Electrical apparatus	31	25,630	85.9	86.6	92.7	67.7	462,557	58.3	57.9	63.7	33.3	18.05	17.77	18.25
Engines and pumps	12	1,675	52.3	51.1	51.0	29.4	28,273	32.6	30.0	30.6	13.1	16.88	15.86	16.18
Hardware and tools	60	8,272	71.4	69.1	69.4	56.0	186,381	53.9	50.3	50.7	31.3	16.49	15.92	15.94
Non-ferrous metal products (5)	51	6,378	81.3	81.4	82.4	63.7	110,553	64.2	62.1	65.3	43.4	17.33	17.25	17.15
Brass and bronze	24	1,279	58.2	56.6	57.4	36.7	22,367	39.1	38.5	39.5	20.2	17.49	17.54	17.74
Smelting and refining	6	2,867	85.0	85.1	83.6	64.7	51,377	68.1	68.2	67.8	45.4	17.92	17.94	18.15
Stamped, enameled and plated ware	5	592	14.0	11.7	20.2	16.8	7,777	6.3	6.0	6.6	7.4	13.14	14.97	9.70
Jewelry and novelties	7	777	75.0	73.9	79.3	62.0	14,383	59.2	55.2	71.1	33.7	18.51	17.48	20.98
Other non-ferrous products	9	863	126.5	129.4	129.2	107.6	14,649	108.8	102.5	109.2	82.5	16.97	15.64	16.68
Transportation equipment (5)	78	26,479	57.5	57.7	56.6	47.4	526,385	35.2	32.6	34.7	26.7	19.88	18.76	19.61
Automobiles and motor trucks	3	884	80.1	80.7	85.5	65.4	16,286	26.6	25.1	26.7	18.6	18.42	17.20	17.28
Auto and truck bodies and parts	19	6,982	89.5	90.5	87.6	41.0	157,716	74.1	74.1	69.6	28.2	22.59	22.32	21.66
Locomotives and cars	14	7,876	22.5	21.9	21.3	18.6	140,400	15.3	14.1	14.2	9.6	17.83	16.88	17.36
Railroad repair shops	38	8,285	62.9	63.3	61.3	57.6	157,690	35.9	32.3	35.9	32.7	19.03	17.01	19.48
Shipbuilding	4	2,452	34.7	33.5	38.2	24.6	54,293	31.5	28.8	34.2	19.1	22.14	20.99	21.84
Textiles and clothing (12)	308	82,886	98.3	85.6	91.6	87.6	1,348,796	78.6	59.4	67.0	54.6	16.27	13.98	14.77
Textiles	243	71,566	95.8	85.1	91.5	81.5	1,201,513	78.0	58.4	67.7	52.1	16.79	14.18	15.20
Cotton goods	39	5,317	59.9	53.4	55.7	46.3	95,517	44.6	35.2	35.2	30.0	17.96	15.89	15.23
Woolen and worsted goods	17	4,443	74.3	71.7	76.9	62.0	76,807	64.0	56.9	63.3	47.7	17.29	15.93	16.55
Silk manufactures	89	28,257	110.4	94.8	99.7	94.6	407,484	79.8	59.3	63.9	52.8	14.42	12.49	12.76
Textile dyeing and finishing	21	2,611	89.4	83.9	88.6	77.0	54,189	76.3	67.8	70.6	62.4	20.75	19.63	19.35
Carpets and rugs	14	2,365	45.1	40.6	45.6	39.7	39,279	31.1	26.2	30.7	23.4	16.61	15.56	16.24
Hats	5	3,233	77.6	74.9	76.3	57.3	66,466	64.8	59.8	66.4	41.2	20.56	19.69	21.44
Hosiery	37	19,988	129.9	113.3	126.3	112.5	370,942	123.1	77.7	103.7	76.5	18.56	13.43	16.09
Knit goods, Other	12	3,091	83.6	76.8	86.6	72.8	49,426	83.5	63.4	79.9	55.9	15.99	13.22	14.76
Millinery and lace goods	9	2,261	86.6	79.2	77.6	74.3	41,403	81.3	70.7	71.0	50.3	18.31	17.42	17.87
Clothing	65	11,320	108.0	87.6	91.9	111.6	147,283	81.3	64.3	63.6	66.4	13.01	12.57	11.75
Men's	30	5,417	87.8	68.6	69.2	75.4	81,693	55.1	41.6	38.6	41.5	15.08	14.62	13.29
Women's	14	2,286	126.7	116.3	111.6	132.4	25,857	114.4	97.6	91.3	101.9	11.31	10.51	10.25
Shirts and furnishings	21	3,617	117.5	88.6	103.5	137.4	39,733	98.8	74.4	84.0	79.0	10.99	10.99	10.60
Food products (8)	204	25,647	100.3	96.3	97.7	84.5	496,299	81.0	78.1	78.6	63.0	19.35	19.27	19.19
Bread and bakery products	61	7,007	106.7	107.0	105.8	100.0	149,762	88.0	87.3	86.4	77.3	21.37	21.14	21.15
Confectionery	37	8,239	111.3	97.8	105.6	86.6	134,427	93.1	78.3	84.7	66.2	16.32	15.58	15.59
Ice cream	23	1,012	60.3	59.6	60.4	66.5	25,264	47.8	47.8	48.2	49.7	24.96	25.26	25.18
Slaughtering and meat packing	25	3,903	97.6	98.8	99.3	86.8	83,682	72.4	75.4	77.8	64.6	21.44	22.05	22.63
Butter and creamery products	3	82	100.5	94.4	104.1	129.1	1,571	67.5	67.8	69.7	79.7	19.16	20.48	19.07
Beverages	29	1,721	90.3	88.7	84.7	41.3	49,223	93.0	92.1	85.8	33.4	23.60	29.52	28.79
Flour	7	170	92.5	90.9	95.8	63.0	3,415	68.3	66.3	67.7	46.7	20.09	19.84	19.23
Canning and preserving	19	3,513	103.5	90.8	96.7	74.2	48,955	67.7	54.5	62.2	44.1	13.94	12.79	13.47
Stone, clay and glass products (6)	168	22,003	63.0	63.1	66.2	50.0	365,108	31.3	29.4	30.4	19.6	16.59	15.48	15.29
Brick, tile and terra cotta	73	2,411	41.1	45.7	52.1	39.7	32,136	18.5	19.0	20.4	11.7	13.33	12.22	11.57
Pottery	11	1,622	76.1	76.7	81.8	72.2	22,648	52.8	55.4	64.3	37.7	13.96	14.52	15.80
Cement	19	3,293	41.7	39.1	35.5	34.4	45,215	16.2	14.7	12.4	12.0	13.73	13.19	12.34
Glass	43	13,016	91.8	88.1	87.9	62.8	237,916	47.2	41.6	41.1	26.3	18.28	16.77	16.64
Marble, granite and slate	15	194	23.3	29.1	48.2	31.6	2,392	10.4	10.6	19.9	11.4	12.33	10.04	11.37
Asbestos and magnesia	7	1,467	112.9	113.7	118.3	84.6	24,801	71.2	73.4	78.3	50.4	16.91	17.28	17.71
Lumber products (3)	84	4,693	42.3	45.0	53.3	34.7	66,169	26.3	24.8	32.6	18.3	14.10	12.71	14.09
Lumber and planing mills	41	1,217	25.1	24.3	29.4	19.9	17,717	16.0	15.2	17.9	11.4	14.56	14.27	13.90
Furniture	37	2,895	54.2	61.0	73.2	40.9	40,400	32.5	33.1					

LABOR

COMMONWEALTH OF PENNSYLVANIA

AND

INDUSTRY



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DEPARTMENT AIDS NATIONAL RECOVERY PROGRAM

By CHARLOTTE E. CARR, Secretary of Labor and Industry

THE National Industrial Recovery program has placed new responsibilities upon the Department of Labor and Industry which the Department has welcomed. Although the program greatly increased the work of the Department at a time when the latter's budget was decreased, it has made the Department's work more effective. Services have been stimulated along new and experimental lines to the real advantage both of labor and of industry in the State.

This issue of the Bulletin reports the activities of the various bureaus as they have been extended either by the assumption of new duties placed upon them through the Department's desire to cooperate with the Federal program, or by the utilization of the services of new workers made available through the CWA, LWD, or FERA funds.

The time devoted by the bureau of employment to the tremendous task of placing 221,893 CWA or LWD workers was well repaid. The experience and training acquired by the staff of our employment service in meeting so herculean a task on short notice will have a lasting value to the Department. The contacts which relatively every unemployed worker in the State have made with the various employment offices should be of permanent advantage not only to the workers themselves but also to employers for whom we now have a complete and current list of available workers along all lines of skill.

The administration of the Pennsylvania workmen's compensation law has been materially strengthened. Through the aid of a staff of 125 CWA and LWD workers, mostly college trained, over a period of 5 months, a state-wide check up of employers was made to see that all were covered by workmen's insurance. These CWA aids also interviewed 8,000 workers who had received compensation. The material thus obtained has provided the bureau with a basis for determining the advisability of various administrative and legislative changes. The material will shortly be available to the public.

Because the bureau of inspection was assigned the task of supervising all CWA projects with work hazards, the major safety work of the Department was concentrated for more than a month upon these projects. Without such concentration the accident rate on CWA projects undoubtedly would have been exceptionally high. As a result of this safety program the accident rate was kept well below the accident rate of all industries in Pennsylvania.

The bureau of industrial standards was able to employ a staff of CWA workers, trained nurses, and industrial chemists to begin a new and experimental project for

the prevention of occupational diseases. By bringing to the attention of employers and workers exactly what the occupational hazards in each industry really are, and explaining the practical ways by which these hazards can be avoided or at least partially prevented, results of great value are anticipated.

The bureau of accounts and statistics supervised a CWA project which meant the interviewing of 9,000 employers in a successful effort to persuade them to voluntarily report monthly information on the volume of employment, hours of labor, and earnings. Thus both industry and the public are enabled to secure statistics based on a larger sample of Pennsylvania industries. The bureau had the assistance of an additional staff of CWA clerks and field agents not only to carry on this work, but also to aid in the performance of routine departmental tasks which had been temporarily laid aside.

The bureau of rehabilitation supervised a staff increased by 16 carefully selected workers skilled in the field of vocational rehabilitation. Through this means, service to an increased number of physically handicapped persons was made possible: 2,486 applications for rehabilitation were accepted; 300 persons were enrolled for vocational training; \$21,570.62 was spent for artificial appliances. Successful rehabilitation in normal employment was recorded for 321 handicapped workers during a period of eight months.

The essential purpose in all these projects has been the employment of workers out of jobs. The Department has also played an important role in a second major function of the Federal Industrial Recovery program, that of maintaining labor standards under the NRA. To bring to Pennsylvania the best values from the NRA the Department's work has been correlated with that of the federal government along two fronts.

Our bureau of mediation has worked cooperatively with the two Regional Labor Boards, one in Philadelphia and the other in Pittsburgh, and has been called on regularly by these labor boards to assist in settling labor disputes.

A tremendous educational program has been necessary and will continue to be necessary if NRA codes are to be observed. Because failure to maintain these work standards has been centered largely in industries employing women, the bureau of women and children has been the agency through which the Department's cooperation with the State NRA Compliance office has cleared. By the first of June the Department had investigated 300 complaints of violation, in 84 per cent of which violations were found to exist and the cases referred back to the NRA for adjustment. Certificates of exemption which permit the employment of handicapped workers at less than the minimum wage have been handled entirely through the bureau of women and children. Approximately 600 exemptions have been granted, all after careful investigation including an educational program whereby it was made clear to employers that the spirit of these exemptions was to make possible the employment of workers definitely handicapped and not to use this privilege as a basis for paying sub-standard wages.

Pennsylvania, with 1,375,000 unemployed in March 1933, perhaps had more to gain than any other state from the national recovery program. The speed with which both the federal agencies and this Department had to work in their effort to put over the program has resulted in mistakes which were unavoidable. In the main, however, a splendid demonstration has been made of a cooperative relationship between Federal and State agencies to the common goal of better industrial conditions and the reestablishing of workers in normal jobs.

NRA AND THE DEPARTMENT OF LABOR AND INDUSTRY

By BEATRICE McCONNELL, Director of Women and Children

WITH the enactment of the National Recovery Act, which has as one of its primary purposes the establishment of higher labor standards, inevitably there has come to state departments of labor new problems and added responsibilities. Pennsylvania perhaps has had to face more difficult problems than many other states because of its great diversification of industry and because its legal labor standards are below those established by the NRA.

The first specific responsibility placed on the Pennsylvania Department of Labor and Industry by the NRA was the issuing of certificates of exemption for handicapped employees. Provision was made in the President's Reemployment Agreement to permit the employment at a wage below the minimum of the relatively small proportion of workers, who because of old age or some physical or mental handicap, were unable to work as efficiently as other employees. New codes as they were drawn up incorporated similar provisions and finally an executive order was signed by the President on February 17 extending this provision to all NRA codes then in effect as well as those which might be approved in the future. This order designates state labor departments to investigate requests for exemption certificates and, under specific instructions set up by the United States Labor Department and the NRA, to issue certificates which permit the employment, at a rate below the minimum set by the codes, of a person whose earning power is actually impaired as the result of old age, physical or mental defect or injury.

Since the procedure as set up by the United States Labor Department involved a specific investigation of each case including an analysis of payroll records, and since the employees for whom certificates were requested were for the most part women, this task was turned over to the bureau of women and children.

The bureau has endeavored by careful investigation and checkup with employers to keep the number of exempted employees as low as possible without creating undue hardship either on the part of the handicapped employee, who unquestionably should be permitted to continue in industry on a self-supporting basis, or on the part of the employer who retains these less productive workers as a part of his work force.

Very few requests for certificates of exemption were received until after the general order was signed by the President in February, but since that time the demand has been constantly increasing. By June 15 the requests of 182 employers had been investigated and 592 certificates had been granted. The 182 firms were operating under 48 approved codes and the President's Reemployment Agreement. The basis on which certificates were granted was as follows:

Type of handicap	Number	Per cent
Old age	381	64
Physical incapacity	195	33
Mental incapacity	16	3
Total	592	100

More than half of the persons for whom exemption from the payment of the minimum wage was granted were over sixty years of age. The age distribution of all employees for whom certificates were granted is as follows:

Age	Number	Per cent
Less than 30	40	7
30 and less than 40	24	4
40 and less than 50	70	12
50 and less than 60	140	24
60 and less than 70	209	35
70 and over	104	17
No report	5	1
Total	592	100

In spite of the present-day tendency for the displacement of older workers in industry, 104, or more than one-fourth of the 381 certificates granted on the basis of old age, were for persons 70 or more years of age.

More than two-thirds of the certificates granted have been for women; 397 to women and 195 to men.

More certificates have been granted for the cotton garment industry than for any other industry. Thirty-five per cent of all the certificates issued have been for employees in this industry. Sixty per cent of the certificates were distributed over industries operating under forty-eight other approved codes, and five per cent were under the President's Reemployment Agreement. The high proportion of certificates in the cotton garment industry is probably due to several factors, two of which are more or less self-evident. It is an industry which employs a large proportion of relatively unskilled help and, therefore, is more likely to have handicapped and aged employees. It is a low wage industry and the handicapped, and therefore less efficient worker, has less chance to earn the minimum wage by the prevailing piece-work rates than in an industry where the wage levels are higher.

Applications for certificates have had to be refused in many cases as certificates have been requested for workers who had no physical or mental handicap but were merely slow operators unable to make the minimum wage with the low piece-rates in effect. Such applications of necessity must be refused as the regulations set up by the NRA and the U. S. Labor Department are most specific that a certificate of exemption may be granted only for a person who is definitely handicapped by mental or physical defect or old age.

The regulations governing the issuance of certificates of exemption specify that in no case may more than five per cent of the employees in an establishment be exempted unless the approved code for that industry permits a higher proportion. The minimum wage rate for handicapped employees is set at not less than 75 per cent of the minimum wage specified for regular employees, unless a particular code provides otherwise. In all cases the rate set for a handicapped worker must be based on the extent to which the applicant is incapacitated.

The granting of exemption from the minimum wage rate set by the NRA codes undoubtedly has serious implications, but from a broad social point of view there is adequate justification for the principle. The purpose of the plan to continue in gainful employment the handicapped and aged worker and at the same time not to undermine the minimum wage provisions set by the codes seems to be met in a fair way in Pennsylvania where the 592 exempted employees constitute less than two per cent of the total employees in the 182 establishments involved.

HOME WORK EXEMPTION CERTIFICATES

On May 15 the President signed an order permitting the distribution of industrial home work to handicapped or home-bound persons under certain conditions. This order makes possible the distribution of home work in industries in which the code prohibits home work but only to persons who meet certain conditions and who are certificated by the state labor department.

The basis for eligibility for a home work certificate is as follows:

"(a) The home worker is suffering from a physical defect, injury or illness not of a contagious nature which physically incapacitates such home worker for work in a factory or other regular place of business;

"(b) The home worker's services are absolutely essential at home to care for another person who is either bedridden or an invalid and neither person is suffering from a contagious disease;

"(c) The home worker was accustomed to this method of earning a living before the Code prohibition went into effect and is too old to be able to make an adjustment to factory routine."

This plan for handling NRA certificates for handicapped home workers has not been in effect long enough to draw any conclusions regarding it. On the face of it, it seems an intelligent and social procedure. If industrial home work is to be given out at all certainly the handicapped and home-bound workers are the ones to whom it should go. With certain safeguards as to rates of pay and the limitation of the amount of work to the capacity of the worker, home work for the handicapped may be the means of providing for an independent existence otherwise denied to such persons.

NRA COMPLIANCE INVESTIGATIONS

In the beginning of 1934 after several hundred approved codes had established uniform labor standards in the various industries, the NRA began to set up machinery designed to assure compliance with the provisions of the codes and to deal with cases of non-compliance.

In Pennsylvania, district compliance offices were established in Philadelphia and in Pittsburgh. The NRA compliance office attempted in the beginning to function with a limited field staff and the Department of Labor and Industry, realizing the importance to the work of the Department of the maintenance of code standards, agreed to assist in investigating complaints of non-compliance with the codes. The continuance of this cooperative plan was to depend on the results obtained during an experimental period. It was agreed that the Department of Labor and Industry would investigate cases referred to it by the two NRA compliance offices, the reports of the investigations to be turned over to the NRA compliance officials who would have complete responsibility for the adjustment and correction of all NRA violations found.

The first cases were referred to the department early in March. By the first of June complaints against 300 establishments had been investigated by the Department. These investigations, carried on jointly by the bureau of inspection and the bureau of women and children, have involved lengthy payroll analyses and frequently the ascertainment and calculation of back wages due to employees who had been paid less than the minimum wage set by the NRA code for that industry. Interviews with employees have been used extensively as a check on the accuracy of time and payroll records. These interviews together with employers' statements have been used also

as the basis of information where time and payroll records have not been available in the establishment investigated.

Non-compliance with the codes was found in 212 cases, or 84 per cent, of the 252 where the fact of compliance or non-compliance could be determined. In well over half of the plants where non-compliance was found, the majority of the persons employed were working in violation of code provisions. The findings of the 300 investigations briefly are as follows:

<i>Non-compliance</i>	<i>Number of plants</i>
Found	212
No evidence of non-compliance	40
Non-compliance not determined*	23
No approved code applicable	22
Firm not located or out of business ..	3
Total investigations	300

* Includes cases where there was some question as to the proper interpretation of the code applicable to the establishment investigated and three cases where access to records was refused.

Approximately 40,000 persons were recorded as employed in these 300 establishments. Specific evidence of violation was secured for 4,246 employees although the total number involved unquestionably was much greater.

In the 212 establishments where evidence of non-compliance was found the proportion of the employees involved in the non-compliance was as follows:

Less than half of employees involved ..	66
Half or more of the employees involved ..	91
Proportion involved not determined ..	55
Total	212

Where the minimum code wages had not been paid the amount of back wages due was calculated in some cases at the request of the compliance office, as a basis for the action of the NRA compliance office in collecting these back wages. Figures on back wages were calculated for 2,107 employees in 50 establishments. The reports of investigation show \$21,239.26 due these workers.

Non-compliance with the minimum wage provisions of the codes was found more frequently than non-compliance with the hour provisions. Wage violations were found in 179 establishments and hour violations in 155 establishments. In the majority of these establishments where non-compliance was found both types of violations existed.

It is significant and highly encouraging that in only one of the 300 cases investigated was non-compliance with the child labor provisions of the codes found. This was in a small candy establishment employing children under fourteen years of age in violation not only of the NRA code but also of the State law.

Workmen's Compensation Board

SCHEDULE OF HEARINGS

Uniontown	September 7-8
Pittsburgh	September 10-11-12-13
Scranton	October 2
Wilkes-Barre	October 3
Pottsville	October 4
Harrisburg	October 5
Philadelphia	October 9-10-11
Pittsburgh	October 29-30-31
Wilkes-Barre	November 14
Pottsville	November 15
Harrisburg	November 16
Philadelphia	December 4-5-6-7
Pittsburgh	December 11-12-13-14

CWA UTILIZED TO IMPROVE THE WORKMEN'S COMPENSATION SYSTEM

By STEPHEN B. SWEENEY, Director of Workmen's Compensation

SHORTLY after the inauguration of the Civil Works Administration two state-wide projects were organized under the supervision of the director of the bureau of workmen's compensation. From December, 1933, until the end of March, 1934, more than 100 workers were engaged in two types of investigation in some 25 industrial centers of the State.

Each investigator made an intensive survey of the workmen's compensation insurance carried by the business establishments of his community. In some of the smaller centers practically every employer of labor was interviewed.

Summing up the visible results of the project, law abiding employers throughout the State were made to feel that every effort was being put forth to eliminate the apparent advantage enjoyed by their shoe-string competitors who refused to meet the industrial injury cost of production in a sound way. It is estimated that between 3,000 and 4,000 employers have arranged insurance as a result of the project. Very specific working material has been developed giving aim and direction to the insurance coverage activities of the bureau in the future.

Concurrently with this investigation of employers' compliance with the compulsory insurance feature of the workmen's compensation law these investigators extended the case study of injured workers, which had been attempted on a small scale in the summer of 1933 by the Governor's Committee appointed to investigate the economic and social effects of the workmen's compensation law. The Governor's Committee was seriously handicapped by the lack of funds and had to depend on volunteer workers. The CWA made it possible to select a random sample of some 9,000 cases from the files of the bureau of workmen's compensation. Of the claimants involved in this sample over 7,000 were interviewed and the results of the interviews were recorded on comprehensive questionnaires. It is believed that credibility can be given to the answers set down because of the high qualifications of the interviewers. Practically all of the interviewers were

college graduates with training in the social sciences and/or in social case work.

At first it was thought that the two projects of insurance inspection and compensation investigation should be carried on by different groups of workers. This did not prove feasible, however, because of the difficulties of organization of such a project in the short time allowed and because of the continual uncertainty of the duration of the

CWA and the various conditions of work imposed by the officials at Washington.

The common procedure on the project was to interview employers during the day as to their insurance coverage and to interview injured claimants in the late afternoon and evening.

The insurance inspection procedure involved the sending of a card to Harrisburg for every employer interviewed. If the employer produced a workmen's compensation insurance policy sufficient data was recorded on the reporting card to allow later check up. If for any reason an insurance policy could not be produced the investigator used the double postcard reproduced here, which has been utilized for some time by the inspection bureau of the Department of Labor in assisting the bureau of workmen's compensation in preventing employers from operating without compensation insurance.

About 29,000 employers were interviewed. About 19,000 or 65% either produced insurance policies or later proved themselves to be insured. 1,700 or almost 6% took out new policies of insurance solely because of this CWA drive. There were 800 others or 3% who admitted they were uninsured and many of these are gradually ar-

ranging coverage voluntarily. About 6,000 or 20% failed to return their cards—many of these employers are actually insured. As soon as facilities are available each of the 6,000 employers will be further investigated at the insurance rating bureau and if there is no record of policies in their names they will be placed among the employers who will be prosecuted as rapidly as the limited

(Continued on Page 10)

Investigator	District No.	Inspection Date
Employer		
Address		
Business	My Compensation Insurance Policy No. is	
Issued by	Ins. Co.	Expiration Date

I understand that Act 361, approved April 26, 1929, provides that if any employer fails to comply with its provisions regarding the carrying of Workmen's Compensation Insurance such employer shall be guilty of a misdemeanor, and upon conviction thereof, for every such failure, shall be sentenced to pay a fine of not less than \$100 nor more than \$500 and the costs of prosecution, or imprisonment for a period of not more than six months, or both, at the discretion of the court, also that every day's violation shall constitute a separate offense.

..... Employer

PROMPT RETURN OF THIS CARD WILL STOP PROSECUTION

FORM LIBC-333	BUREAU OF WORKMEN'S COMPENSATION	Date
INSPECTOR'S REPORT		
NON-INSURED EMPLOYER		
Investigator	District No.	
Employer		
Address		
Business		
Head employe	Address	
Number of other employes		
Employer's explanation of failure to produce Workmen's Compensation Insurance policy is:		

..... Employer
COMMONWEALTH OF PENNSYLVANIA—DEPARTMENT OF LABOR AND INDUSTRY

RESPONSIBILITY OF EMPLOYMENT SERVICE

By FRANKLIN G. CONNOR, District Supervisor of Employment, Philadelphia

WHEN the Civil Works Administration was liquidated in March, many employers had apparently come to think of the Pennsylvania State Employment Service as primarily a relief organization. Its concern with filling thousands of jobs created under the emergency Federal relief program of last winter led them to ignore the far more important function of restoring Pennsylvania's jobless to permanent work.

No doubt, the volume of work done in a few winter months in handling CWA placements exceeded that normally accomplished by the employment service in the same number of years. Nor can it be denied that last winter's excessive emergency work did overshadow the normal business of making permanent placements. But, however spectacular the placing of thousands of workers a day may have been, the employment service did not forget that restoring people to permanent jobs was of far greater worth to the community, both socially and economically. Never once did it fail to grasp the opportunity to convince the receptive employer of the value of its work.

In April, the service was confronted with the necessity of adequately caring for additional thousands of new applicants who had come during the past winter to look upon the service as its good friend. The logical solution was to find a permanent flow of jobs in a business world whose pump had been primed during the past winter by the federal works program.

Over three hundred thousand workers were registered in the state employment office in Philadelphia. These represented almost the entire unemployed population of the city and embraced almost every known type of skill and ability. The responsibility of the employment service could only be discharged by actively bringing as many potential employers in touch with these applicants as was possible.

It is evident that every available medium of contact should be utilized. Without an appropriation for advertising, it looked at first like an impossible task. Personal visits by members of the staff seemed to be one of the most effective means of contact. Ten "salesmen" were accordingly selected to represent the service. They became the backbone of the sales campaign. Despite the enormous job that confronted them, they tackled it with vigor and enthusiasm. Realizing that all interviewers are not of necessity good salesmen, the main job was to secure good men with an understanding of the principles of public employment and to train them thoroughly in the operation of the office. The men selected had themselves been applicants at the office and knew the situation from the worker's angle. They had worked in the office during the period of CWA placement and were familiar with its routine. After several weeks of intensive training in the history, theory, and practical operation of the state employment service they were sent out to contact employers.

SALES CAMPAIGN

A sales campaign was then planned in a business-like way by a former sales manager. The city was mapped and men were assigned geographically to cover first the central city district and later the outlying industrial sections. After each visit an appropriate follow-up letter was sent to the employer. A surprising feature of the campaign was the large number of employers who personally have acknowledged the visit or the follow-up letter.

When the salesmen first were sent out, daily "experience

meetings" were held. The interviewers who would ultimately place the workers were called into these meetings to advise with the salesmen and to make constructive criticisms of the work. Later, after the salesmen had familiarized themselves with the work, these meetings were held bi-weekly. The salesmen were made to feel a close cooperation with the office and the monotony of daily visiting was minimized as much as possible. As a result of daily reports of openings secured, and subsequent orders and placements, the sales crew could know at all times how it stood and what were its accomplishments.

More than 5,000 employers have been visited and over 500 requests for workers have been received. These are the tangible results. The intangible results are even more significant. They are an increased prestige for the office, a contact with a far larger clientele than ever before, and the happy satisfaction that a part of the responsibility to the jobless has been well performed.

In addition to the direct contact campaign, other mediums of publicity were enlisted in order to canvass the many possibilities of a large industrial city. To this end the radio and the press have generously contributed.

At the present writing, the Pennsylvania State employment service is indebted to three of the largest radio stations in Philadelphia, WCAU, WLIT and WHAT. The combined time on these stations gives the employment service more time on the air than any other single user. The time has been generously contributed by the stations and the entertainment has been provided by the Local Works Division of the State Emergency Relief Board.

RADIO PUBLICITY MEDIUM

Every Monday evening from station WCAU, the City Symphony Orchestra of more than one hundred musicians furnishes programs of symphonic music; on Tuesday afternoon at station WLIT, and Wednesday evening at station WHAT, the Little Symphony Orchestra plays light classics, while on Saturday afternoon again from WLIT, the combined LWD dance units furnish a popular program. At each broadcast a member of the office staff, an employer, or an outstanding public personage, delivers a short address on the Pennsylvania state employment service and appeals to employers to avail themselves of the service.

The radio campaign reached its zenith on the evening of June 9, when from the ballroom of the Benjamin Franklin Hotel, the National Broadcasting Company put the Pennsylvania state employment service program on a coast-to-coast hook-up of 72 stations through station WEAJ.

The newspapers also have been active in furthering the campaign. The *Philadelphia Record* has just completed a series of ten feature articles describing the types of service this office is rendering women workers, and all the other city papers have been generous in publishing articles. The *Evening Bulletin* has had a special article describing the daily experiences of the "salesmen," while the *Evening Ledger* and the *Philadelphia Inquirer* have featured special aspects of the work.

Without doubt the best publicity is the word passed by the satisfied employer whose employment problems we have solved, and the satisfied worker who has been placed in a permanent job. While none of the publicity can create jobs, it can bring to the attention of employers one of the largest and finest groups of trained and specialized workers that has ever been assembled.

REHABILITATION AND THE CWA

By MARK WALTER, Director of Rehabilitation

THE work of the bureau of rehabilitation, already so great as to strain the facilities of the bureau, was more than doubled by the program for emergency education begun by the Federal Emergency Relief Administration. Not only was it necessary to give proper care for the 4,371 physically handicapped persons already on the bureau rolls but also for more than 4,500 additional cases referred to the bureau by the FERA program.

The bureau was, accordingly, faced with a double difficulty. Investigation and assistance was to be rendered at as early a date as would be possible and, in addition, an overburdened staff of rehabilitation agents had to assume, at least in part, the work of giving proper special training to 16 new agents who became available through the allotment of federal funds. Every bureau of almost every department faced, to be sure, similar responsibilities, but rehabilitation projects, perhaps, are less easily to be standardized and subjected to routine administration than are certain other governmental duties.

Three types of betterment resulted from the CWA projects organized under the direction of the director of rehabilitation. Two were definitely direct forms of relief, the third was a simplification of routine that would make future services of the bureau both more efficient and more speedy.

Through the allotment of federal funds work relief was provided for trained and experienced rehabilitation agents and clerical assistants. Vocational rehabilitation service was given to properly qualified physically disabled persons who could not have been served under the bureau's regular program. Reorganization of the filing system in the bureau's central office permits labor-saving in the maintenance and use of records in the future.

Authorization of a program for emergency education was granted in August, 1933, by the Federal Emergency Relief Administration. At that time the program was limited to the finding of work for needy unemployed persons who were competent to teach adults how to read and write English. A month later the original plans were extended to include the employment of other needy persons qualified to teach. At the same time the rehabilitation project was organized to provide socially constructive activities for unemployed, and physically handicapped individuals eligible for vocational rehabilitation. In Pennsylvania the projects were to be carried on jointly by the Department of Labor and Industry, through its bureau of rehabilitation, and the Department of Public Instruction.

Actual work on this emergency program began in the bureau of rehabilitation on December 1, 1933. Sixteen agents and a corps of clerical assistants were added to the staff through the federal funds which were available. Within four months 4,500 physically handicapped persons were referred to the bureau for its services. Most of the cases came through the cooperation of county emergency relief boards to whom the project had been explained in detail.

Many of these cases proved, on examination, to be outside the scope of the FERA program but 1,100 individuals were registered. The cases not registered were referred, wherever possible, to the particular agencies dealing with their special problems.

Personal interviews were then secured by agents of the nearest rehabilitation office with all persons registered by the bureau. As a result of such interviews, 317 phys-

ically handicapped individuals, or more than 25% of the persons originally registered, were placed in employment.
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INDUSTRIAL HYGIENE SERVICE REORGANIZATION

By DR. W. B. FULTON, Supervisor of Industrial Hygiene,
Bureau of Industrial Standards

THE national administration in Washington has helped the Pennsylvania Department of Labor and Industry to carry out plans for the preservation of the health of her workmen by advancing funds through the Civil Works Administration for long needed investigations. A primary requisite in the solution of any problem is exact information as to its degree and extent. Because the reporting of such information has not been required, Pennsylvania has had no accurate statistics which would indicate the incidence of occupational diseases, the types of these diseases and causes, and the period of time lost because of them.

The problem was attacked from two angles. First, by employing nurses who attempted through personal interviews with workers to gather information on the number of individual cases of illness of occupational origin in certain lines. Second, by employing chemists to take samples of air conditions in carefully selected industries which by their very nature might be considered toxic.

Unfortunately, due to restriction of funds, these projects were limited to about eight weeks of active field work, but sufficient information was gathered to warrant the value of the work encouraged by the CWA.

A list of establishments believed to handle material which might give rise to any of the occupational diseases listed in the report of the commission on compensation for occupational diseases was compiled. Manufacturers submitted their records of the absence lists of employees for a period of five years. These lists were given to the graduate nurses and some 800 individuals were interviewed personally. If an absence was due to illness, the workers' diagnoses were noted. If these diagnoses were not clear cut but appeared to be related to his work, some of the symptoms were listed. The diagnoses, where possible, were also received from the physicians who attended the absentees.

Second, when it became known to industry that the Department was willing to make air analyses in certain types of plants, requests were received from all sections of the State. The funds supplied by the CWA permitted the employment of six chemists for the limited period noted. These chemists were given the necessary apparatus to collect samples and laboratory analyses were made and reports and recommendations followed. So much interest was evinced by industrial managements that the Department was overwhelmed with requests for aid and when the funds allotted were used up, there were remaining on file, petitions from some 100 additional factories. These requests were from plants in which there were suspected hazards such as those arising from lead, mercury, carbon bisulphide, manganese dioxide, zinc, benzol, chromium, silica, and carbon monoxide.

It has now been determined to conduct a real campaign for the prevention of industrial diseases at the source. It is planned to divide industries into five major groups
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SAFETY FOR CWA EMPLOYEES

By JOHN CAMPBELL, Director of Inspection

WHEN 300,000 untrained workers start new jobs, accidents may be anticipated. When, in addition, these new men are over-eager to make good and are ignorant of the way to approach the job with the least possible danger to themselves, accidents are certain to be numerous. When, too, the work is outside construction labor, or work in pits and quarries where machinery is used and where explosives are required, the work hazards are increased. And finally, when the ordinary legal safeguards have been overlooked, accidents might even become the rule rather than the exception.

These were the conditions faced by the bureau of inspection when the CWA program was organized. The bureau aims at safety for all workers. That safety we know can be secured where cooperation exists between officials, superintendents, foremen, and workers. But, by sheer inadvertence in the rush to provide job relief, safety provisions had been overlooked. The bureau of inspection sensed the need. Quick action was taken to assure CWA workers that proper precautions were being required by the Department.

Officials at Washington were informed of the omission of safeguards. Sidney W. Williams, of the National Safety Council, of Chicago, was named to head a nationwide safety organization. He, in turn, formed safety groups in each state.

In Pennsylvania, the safety group was headed by the director of inspection. This allowed complete coordination of both state and national safety programs, the seven supervising inspectors in this State being appointed as deputy directors of safety. Under these deputies, there were 50 inspectors working, together with 45 CWA safety engineers carefully chosen from the lists of temporary unemployed contractors, foremen, and safety engineers. The entire group of safety men was, therefore, particularly fitted for the inspection work.

For several weeks, or until the new safety engineers were familiar with the bureau's procedure, all regular factory inspectors were placed on CWA work. Because the CWA funds paid the salaries of the new men, but did not pay the travelling expenses, the regular inspectors were assigned to outlying districts while the additional workers were concentrated within a short radius of their nearest bureau center. Written reports were made daily to the supervising inspectors. Orders were then sent out to cover infractions of regulations or unsafe practices. A copy of the order issued was also sent to the inspection office at Harrisburg. A daily letter was then sent from Harrisburg to the county administrators, giving, in detail, notification of orders placed in that county and of the reasons why the order had been issued. Thus, for each infraction or violation, two warnings, by order and by letter, were issued by the bureau.

The work of these inspectors, both regular and CWA employes, cannot be praised too highly. In the very nature of the case, inspection was necessarily more detailed and more minute over the 300,000 untrained workers enrolled for relief jobs than over workers accustomed to their special field of occupation. Blasting was soon found to be one of the greatest hazards. For this reason the State was districted and an inspector, experienced with explosives, was assigned to each area. Within 24 hours after a call for assistance was received, a blasting expert was at the disposal of the county CWA administrator.

Another obstacle confronting the organization was the fact that in the rush of starting projects, insufficient money was provided for such safety appliances as goggles, lumber for shoring trenches, or first-aid equipment. Supple-

ments to existing projects to provide for the purchase of this very necessary equipment were sought and were eventually approved.

Disciplinary measures were found necessary, in a few instances, to secure enforcement of the State regulations. Foremen, who persisted in ignoring safety regulations were suspended for a week without pay; several were instantly dismissed. On some projects men were withdrawn because of lack of goggles. In several cases tragedies were narrowly averted when workmen were withdrawn from trenches that had not been properly shored. A few moments after they were taken off the job the trenches collapsed.

For the most part, however, no such disciplinary measures were required. The task of assuring safety was made easier and was brought to a successful conclusion by a willing coordination of efforts.

Education played a vital part. The supervising inspectors frequently summoned CWA workers together to receive instructions on safety methods. Speakers for these meetings were supplied by the Department.

In cooperation with the American Red Cross an intensive first-aid course was given to some 5,000 CWA workers. Certificates were granted to those who passed an examination at the conclusion of the course.

The complete cooperation given to the bureau's augmented staff by the CWA officials was an important factor in reducing the number of fatal and lost-time accidents. Mr. Williams' recommendations and advice proved of the highest value, as did the hearty cooperation of Frank Conner, state deputy director of the CWA. Experience in our intensive drive has taught us all anew that coordination and cooperation can cut down industrial accidents.

EMPLOYMENT STATISTICS EXTENDED BY CWA

By WILLIAM J. MAGUIRE, Director of Accounts and Statistics

ONE limitation of the current employment and payroll figures collected by the Federal and State labor departments has been the inadequate representation of industries. A thoroughly representative sample of reporting firms carefully selected as to size and geographical location must cover between one-third and one-half of the whole industry. In most non-manufacturing industries and in some manufacturing groups, the number of firms reporting the monthly employment and payroll information was not large enough to constitute a representative sample.

In order to correct this defect and thereby to increase the value and use of the industrial employment and payroll data, a CWA project was initiated by the United States Bureau of Labor Statistics for the purpose of increasing the number of monthly reports from employers covering employment, payroll, and man-hour changes. A staff of field agents was made available in each state who called on employers to interest them in the reporting of employment and payroll data.

As a result of this effort more than 9,000 additional employers in Pennsylvania agreed to furnish the Department with monthly information covering the volume of employment, payroll, and man-hours. Data covering more than 180,000 additional employes in Pennsylvania industries were obtained as a result of this canvass.

While it was not possible in the brief time allotted to obtain a thoroughly satisfactory sample of reporting firms in all industries, the project was instrumental in increasing the representativeness of information for all industries, particularly in manufacturing and in construction and wholesale and retail trade.

INDUSTRIAL BOARD

The following regulations were approved by the Industrial Board at a meeting held June 27, 1934:

REGULATIONS

Regulations for Protection from Fire and Panic—Construction, Installation and Maintenance of Fire Alarm Systems.

(1) Rule 1, paragraph (g) amended to read as follows:

(g) Fire drills shall be held at least once every two months in public and private institutions, sanitariums, surgical institutes, asylums, and hospitals, and at least once a month in academies, colleges, and schools. A record of all fire drills shall be kept and shall be available to representatives of the Department on demand.

In public or private institutions, sanitariums, surgical institutes, asylums and hospitals, fire drills shall be so arranged and conducted as to cause a minimum of disturbance of inmates or patients.

Where an approved hospital type of fire alarm system is installed, fire drills shall be signalled in the regular manner of tripping the box. Where existing fire alarm systems are of a design where bells or sounding devices would be heard by patients whose mental or physical condition would be aggravated by hearing the alarm, fire drills shall be signalled by the use of gongs or devices so located as to be audible only to employees, attendants, nurses, and other institutional authorities. In institutions where the condition of inmates or patients would not be aggravated by hearing a fire signal and in all academies, colleges and schools, fire drills shall be conducted through the regular method of tripping a box as is done in the case of an actual fire.

The type of fire drill conducted shall be determined by the type of building involved and its occupants. The drill shall be planned and placed into operation according to the needs of the institution or establishment.

In public or private institutions, sanitariums, surgical institutes, asylums and hospitals, the fire drill shall not include building evacuation of inmates or patients unless it is practicable to do so. Where an actual fire indicates the necessity for building evacuation, the signal for this action shall be by means of a subsequent alarm. All institutional authorities, attendants, nurses and employees are to report promptly to previously assigned posts of emergency duty and be in position to perform specific outlined activities.

In academies, colleges and schools, fire drills shall include building evacuation. This is also required in institutions where the type of occupancy makes it practicable.

(2) Rule 10, paragraph (c) amended to read as follows:

(c) Duplicate plans showing location of sending stations and sounding equipment shall be filed with

the Department and notice of acceptance of such plans shall constitute authority to proceed with the installation.

(3) Standards for three types of Class B fire alarm equipment.

Regulations for Elevators.

(1) Rule 239 (k) (NI) amended to read as follows:

(k) (NI) Freight elevator shaftways and counterweight runways shall *have the pit floors and runways covered with concrete or other approved fire resistive materials to a thickness of at least four (4) inches when the pit floor is located in the lowest collar or basement.*

Where shaftway construction begins above the street level, the pit construction shall be of ample strength and adequately supported to withstand the impact of a free load. The same protection shall be given to protect the lower part of the building from falling counterweights. The under clearance and pit depth of such elevators shall be as required for other elevator pits. Counterweights of such elevators shall be provided with safeties.

(2) Rules 224 (h) and 245 (h) both amended to read as follows:

"All cables shall be properly equalized. On existing installations the requirement for cable equalizers need not be complied with until the next cable renewal. Such equalizers shall be fastened in position by thru-bolts, each bolt to be provided with a nut, lock-nut, and cotter pin. Coil or helical springs when used, shall be of a design which will not permit of full compression under normal load."

(3) Rule 225 (e) (AI) amended to read as follows:

(e) No device shall be installed in elevator cars for the purpose of operating car doors or gates unless approved by the Industrial Board.

The following devices were approved:

Company	Device
The Holtzer-Cabot Electric Company, Philadelphia, Pa.	Type AI-22 fire alarm system
Dayton Ladder Company, Cincinnati, Ohio.	Queen Safety Ladder Shoes
Acker and Man, Inc., New York City.	Number 18 Web Window Cleaners' Belt
Patent Scaffolding Company, Philadelphia, Pa.	Tubelox Scaffolding Equipment
Automatic Switch Company, New York City.	Type IR-3-60 automatic throw-over switch
Hollingsworth Company, Philadelphia, Pa.	Special type of emergency lighting system
Dan A. Caldwell, Corry, Pa.	Motion Picture Fire Douser for Motion Picture Projectors (Special Approval)
Autocall Company, Shelby, Ohio.	Addition of double supervision and silencing equipment to present approved types D, DP, and SA fire alarm systems
Electric Storage Battery Company, Philadelphia, Pa.	Type E emergency lighting system

The following interpretation was approved by the Industrial Board at a meeting held July 18, 1934:

INTERPRETATION

Regulations for Protection from Fire and Panic—Construction, Installation and Maintenance of Emergency Lighting Systems.

"An open air dance floor enclosed by walls but without a roof shall not be considered as within the scope of the Regulations for Emergency Lighting when construction within five (5) feet of grade level."

The following devices were approved:

<i>Company</i>	<i>Device</i>
Monroeton Metal Company, Monroeton, Pa.	Method of fastening seats to floor
Signal Engineering & Manu- facturing Company, New York City.	Class B fire alarm systems Types FPX-116 and FPX-117
The Strauss Company, Inc., Pittsburgh, Pa.	No. 5 window cleaners' belt

INDUSTRIAL HYGIENE SERVICE REORGANIZATION

(Continued from Page 7)

with a chemist assigned to each group for the purpose of industrial health surveys, and such subsequent recommendations as are necessary will naturally follow. These investigations will include a hygienic survey of each group so that the data published will be available for all similar industries. If, as a result of these surveys, hazards are uncovered that were previously unknown, new regulations based on the factory act will be drawn with the expectation of preventing or at least limiting such hazards.

A most gratifying feature of the work carried on under the funds granted by the CWA, has been the cooperation of industry. In no case was opposition encountered, rather the investigator was welcomed as the management felt that whatever developed would in the end be to the well being not only of the employees, but of the employer as well.

REHABILITATION AND THE CWA

(Continued from Page 7)

ments suited to their disabilities. Sixty-six others were enrolled for special training in 36 occupational fields, including commerce, industry, and agriculture. Artificial appliances were supplied to 138 disabled persons. Investigations were begun to discover employment opportunities for socially constructive occupation.

The social and economic significance of the emergency education program was constantly kept in the foreground of the bureau's plans. The chief purpose of the relief program, it was considered, was to return the unemployed to remunerative occupation as self-supporting citizens of the community. The bureau of rehabilitation, therefore,

stressed the correction of disabilities through the supply of artificial appliances, planned for education to train the physically handicapped for new positions, and provided vocational guidance toward occupations in which the disabilities would not prove handicaps. Thus the disabled persons might enter into employment on an equal standing with those whose physique is normal.

The progress of this broad program has been greatly facilitated through the CWA project for filing reorganization. The change in filing procedure was necessitated by the great expansion of the bureau's work during normal times and was rendered imperative by the sudden doubling of the bureau's load due to the emergency program.

Prior to the reorganization, approximately 16,000 record cards were filed in the bureau offices under eight different divisions. These were consolidated into one system and were alphabetically arranged. Correspondence, formerly housed in four sections, was also combined into one general file. The current status of each case in the files was made immediately evident by the use of visible card guides. Filing has, in consequence, been expedited and reference to the files has become less laborious and time-wasting.

The reorganization was, however, interrupted by the curtailment of the CWA program. A supervisor and five assistants were engaged when the work began in January, 1934. Two workers were retained after the first CWA restriction was announced. When the workers were finally withdrawn approximately 75% of the reorganization was complete. An approval for an extension of the task is now being sought in order to carry the work to completion.

CWA UTILIZED TO IMPROVE COMPENSATION SYSTEM

(Continued from Page 5)

field force of the bureau will allow. There is the possibility that many of the 1,500 other employers who claimed no need for insurance will have to be prosecuted also. This 5% will be subjected to further personal investigation by inspectors and adjusters to ascertain whether or not they are actually operating as partnerships or do not have any employees as alleged.

It was hoped and an effort is still being made to continue this work under the local Civil Works Division of the various County Relief Boards—the successors to the CWA. The necessity of setting up a separate project in each county makes this very difficult. The compensation investigation study is being completed in this manner. Local Works Division projects have been organized in Philadelphia and Dauphin Counties. The coding, sample correction work, and tabulation is being effected as rapidly as the circumstances permit.

In addition to this work a number of skilled unemployed architectural draftsmen have been working on graphic presentations of workmen's compensation data. The material being developed is of such a nature and is being prepared in such a manner that it will be of permanent value for all of those interested in an accurate picture of our workmen's compensation system from either an employer or an employee viewpoint.

INDUSTRIAL TRENDS IN PENNSYLVANIA

By WILLIAM J. MAGUIRE, Director of Accounts and Statistics

R EPORTS from 5,475 employers representing approximately one-quarter of the working population indicate a slight curtailment in employment and wage payments as compared with the statistics for March, 1934. As compared with April, 1933, employment increased 18.7 per cent and payrolls 44.0 per cent.

The total number of persons unemployed in mid-April, 1934, was 820,217, or 22 per cent of the working population. This is an increase of 120,735 or 17.3 per cent over the March, 1934 reports but a reduction of 526,332, or 39.1 per cent, from the figures of April, 1933. Unemployment in April, 1934, mounted to the highest total since last November, chiefly as a result of the dropping of 100,000 CWA workers and of a decrease of 0.4 per cent in total employment in April, 1934, as compared with March, 1934.

Workers employed on CWA and Work Relief projects, as reported by the Director of the State Emergency Relief Board, dropped from 191,023 for the week ended nearest the middle of March to 86,615 for the corresponding week in April. If it were not for the temporary emergency employment thus provided the unemployment for April would have totalled 906,832, or 24.4 per cent of the working population. Such temporary employment, it should be pointed out, does not solve the problem of permanent employment in normal occupations for those so engaged. The problem of industrial reemployment, considered in the light of the April statistics, is to find jobs for 4 workers where 3 are now employed.

Employment totals for all industries covered in the manufacturing report, except automobiles, ice cream and creamery products, marble and slate, and wooden box manufacture, were much higher than a year ago.

Gains in employment during April were reported in such non-manufacturing industries as quarrying, construction, dyeing and cleaning. Contrary to the usual trend for the month manufacturing employment registered a one per cent increase over the March report. Increased employment was shown in 40 of the 66 industries covered

in the manufacturing report, with the gains centered largely in iron and steel, non-ferrous metals, transportation equipment, and the stone, clay and glass groups.

Decreased employment in anthracite coal mining and in retail trade largely counterbalanced the gains in quarrying, construction, dyeing and cleaning. Non-manufacturing industries reported a decreased employment of 1.5 per cent for April as compared with March. Payrolls and employe hours in these industries decreased 5.3 per cent and 2.9 per cent respectively. The corresponding figures for all industries reporting in April show a decline of 0.7 per cent and 0.6 per cent respectively for April as compared with March.

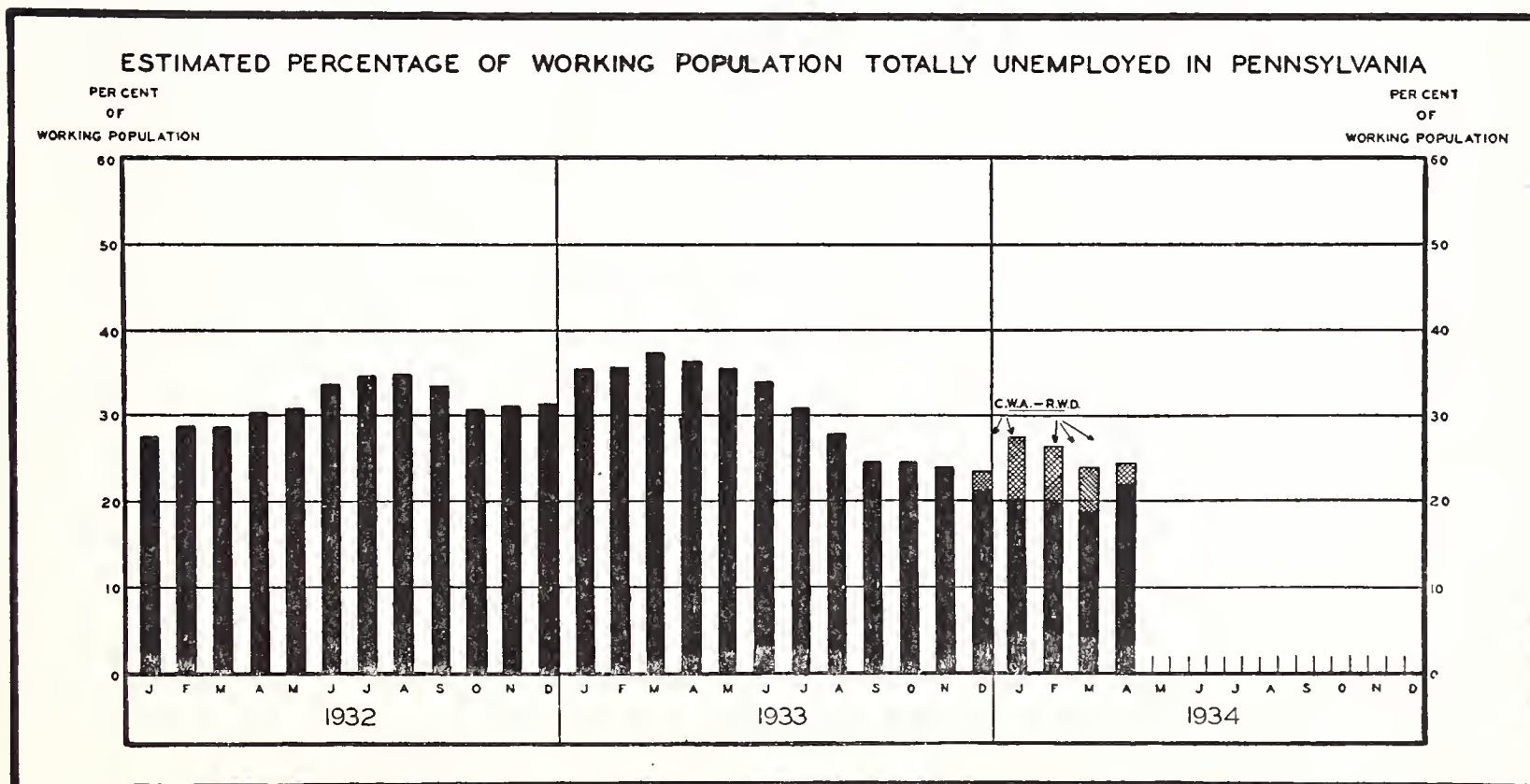
Average weekly earnings of all industrial workers declined slightly from \$20.87 in March to \$20.51 in April. Average hourly earnings increased, however, from 58.7 cents in March to 59.9 cents in April. The average working week for all employes in April was 34.4 hours.

DROP IN ANTHRACITE EMPLOYMENT

Employment in anthracite coal mining decreased 14 per cent instead of increasing as is usual for April. An unusually high rate of production during the first quarter of the year, however, probably accounts for this premature seasonal employment decline in the anthracite industry. Employment in bituminous mines decreased 0.6 per cent from March to April. Some revival in building and construction activity was indicated by the increased employment totals for quarrying and construction and contracting firms. Quarrying employment increased 24 per cent in April over March, while employment for construction firms advanced 15 per cent. Smaller gains also were shown for the motor-freight transportation, hotel, dyeing and cleaning, and laundry industries.

IMPROVED CONDITIONS IN BUILDING INDUSTRY

April reports to the Department indicate a general improvement in building conditions throughout Pennsylvania. (Continued on Page 13)



EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS				
		No. of wage earners— week ended Apr. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll— week ended Apr. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933		Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933	Apr. 15, 1934	Mar. 15, 1934	Feb. 15, 1934
ALL MANUFACTURING INDUSTRIES (68) ²	1,789	398,782	77.1	76.1	73.7	59.0	\$7,560,309	58.7	56.8	52.4	33.4	\$18.96	\$18.59	\$17.81
Iron and steel and their products (11)	458	156,966	64.0	62.2	59.7	44.6	3,041,928	51.1	47.2	41.9	23.0	19.38	18.48	17.15
Blast furnaces	14	1,674	59.3	61.9	63.6	47.1	23,746	36.0	32.2	32.4	20.9	17.17	14.74	14.41
Steel works and rolling mills	60	77,565	57.4	55.4	52.9	38.9	1,558,714	52.3	46.9	39.3	20.9	20.09	18.61	16.38
Iron and steel forgings	19	2,451	69.3	84.4	83.1	46.8	47,436	48.0	63.9	63.9	22.4	19.35	21.10	21.44
Structural iron and steel	25	5,867	72.1	68.3	64.0	59.9	107,128	44.8	40.2	35.8	23.1	18.26	17.30	16.42
Heating and plumbing supplies	30	5,456	84.5	80.6	82.1	62.6	99,536	64.5	60.1	56.6	38.4	18.24	17.85	16.49
Stoves and furnaces	14	1,038	45.7	45.0	38.0	36.8	21,920	29.4	26.0	20.1	17.3	21.12	18.93	17.29
Foundries	74	10,551	60.1	56.4	53.7	40.1	188,736	37.7	35.1	32.3	14.1	17.89	17.68	17.11
Machinery and parts	110	13,653	57.6	57.1	54.5	41.9	281,911	48.0	46.4	44.3	24.6	20.65	20.11	20.12
Electrical apparatus	36	28,201	93.9	90.0	85.9	63.5	527,392	66.1	62.9	58.3	34.2	18.70	18.56	18.05
Engines and pumps	12	1,738	54.2	53.9	52.3	38.8	30,825	35.7	34.2	32.6	23.8	17.73	17.17	16.88
Hardware and tools	64	8,772	75.3	73.4	71.4	51.7	149,584	58.6	56.2	53.9	26.7	17.05	16.75	16.49
Non-ferrous metal products (5)	52	7,445	86.8	83.9	81.3	64.1	133,180	69.2	67.5	64.2	43.6	17.89	17.95	17.33
Brass and bronze	23	1,396	64.6	65.5	58.2	39.4	24,090	42.9	46.0	39.1	21.3	17.26	18.26	17.49
Smelting and refining	6	3,185	94.3	86.7	85.0	64.1	57,750	76.6	71.4	68.1	44.1	18.13	18.40	17.92
Stamped, enameled and plated ware	5	888	20.9	15.6	14.0	18.0	14,442	11.6	7.6	6.3	9.4	16.26	14.39	13.14
Jewelry and novelties	8	1,121	86.1	79.1	75.0	59.2	22,215	73.4	66.6	59.2	23.7	19.82	19.66	18.51
Other non-ferrous products	10	855	124.9	124.4	126.5	107.2	14,683	108.4	106.9	108.8	85.8	17.17	16.97	16.97
Transportation equipment (5)	79	28,896	64.1	61.3	57.5	44.1	649,479	45.2	42.5	35.2	24.0	22.48	21.90	19.88
Automobiles and motor trucks	3	739	66.9	68.9	80.1	75.2	14,859	24.3	32.4	26.6	26.4	20.11	26.02	18.42
Auto and truck bodies and parts	20	7,369	93.4	98.4	89.5	34.5	175,804	81.8	88.0	74.1	20.9	23.86	24.34	22.59
Locomotives and cars	14	8,342	23.8	22.6	22.5	15.6	173,750	18.9	16.8	15.3	6.0	20.83	19.39	17.33
Railroad repair shops	38	9,633	73.1	68.6	62.9	53.3	215,336	49.1	44.7	35.9	29.9	22.35	21.68	19.63
Shipbuilding	4	2,813	39.8	31.8	34.7	27.0	69,730	40.6	28.6	31.5	20.3	24.79	21.87	22.14
Textiles and clothing (12)	319	83,176	99.3	100.0	98.3	80.4	1,380,918	82.7	82.2	78.6	48.2	16.60	16.57	16.27
Textiles	250	71,587	95.7	97.1	95.8	73.8	1,210,718	79.7	80.3	78.0	46.0	16.91	16.97	16.79
Cotton goods	41	5,708	63.8	63.1	59.9	45.9	101,380	47.0	45.6	44.6	29.1	17.76	17.41	17.36
Woolen and worsted goods	17	4,379	76.8	74.2	74.3	53.6	76,438	66.4	62.9	64.0	38.2	17.45	17.03	17.29
Silk manufactures	90	26,110	101.6	107.8	110.4	76.7	355,351	69.4	75.1	79.8	39.0	13.61	13.87	14.42
Textile dyeing and finishing	22	2,906	99.3	93.1	89.4	70.2	59,431	83.8	86.3	76.3	53.7	20.45	21.38	20.75
Carpets and rugs	14	2,785	53.1	52.7	45.1	34.2	47,179	37.3	40.6	31.1	19.1	16.94	18.57	16.61
Hats	6	3,332	78.1	78.6	77.6	56.7	56,966	54.5	65.4	64.8	35.3	17.10	20.48	20.56
Hosiery	38	20,910	135.5	134.0	129.9	109.9	416,352	138.0	133.9	123.1	78.4	19.91	19.57	18.56
Knit goods, Other	13	3,416	85.4	86.4	83.6	75.8	57,585	90.2	86.6	83.5	49.0	16.86	15.99	15.99
Millinery and lace goods	9	2,041	78.2	81.2	86.6	74.6	40,036	78.6	77.9	81.3	54.5	19.61	18.73	18.31
Clothing	69	11,589	113.3	111.5	108.0	106.6	170,200	97.0	91.1	81.3	59.0	14.69	14.06	13.01
Men's	34	5,128	83.5	86.1	87.8	77.5	88,134	58.8	59.3	55.1	34.5	17.19	16.55	15.08
Women's	14	2,519	139.6	136.6	126.7	129.4	32,880	145.4	130.9	114.4	92.4	13.05	11.99	11.31
Shirts and furnishings	21	3,942	128.1	122.2	117.5	123.1	49,186	122.3	112.7	98.8	73.1	12.48	12.04	10.99
Food products (8)	212	26,175	101.4	101.4	100.3	86.6	496,963	80.8	82.1	81.0	67.1	18.99	19.34	19.35
Bread and bakery products	68	7,510	108.5	107.8	106.7	97.6	154,259	87.0	89.2	88.0	75.2	20.54	21.42	21.37
Confectionery	38	7,634	102.7	109.9	111.3	82.7	113,689	78.6	91.0	93.1	58.0	14.89	16.17	16.32
Ice Cream	23	1,026	61.2	62.0	60.3	66.3	27,280	51.5	49.9	47.8	49.6	26.59	25.44	24.96
Slaughtering and meat packing	25	3,690	92.2	93.5	97.6	85.7	79,456	68.7	68.0	72.4	59.9	21.53	21.01	21.44
Butter and creamery products	3	83	101.7	98.1	100.5	105.8	1,657	71.2	69.0	67.5	75.3	19.96	20.06	19.16
Beverages	29	2,042	107.2	96.9	90.3	84.9	58,216	110.1	100.6	93.0	85.8	28.51	28.84	28.60
Flour	7	167	90.9	90.3	92.5	81.2	3,500	70.1	69.2	68.3	58.6	20.96	20.84	20.09
Canning and preserving	19	4,023	118.5	115.1	103.5	72.7	58,906	81.4	77.7	67.7	46.1	14.64	14.38	13.94
Stone, clay and glass products (6)	167	24,145	70.4	66.3	63.0	54.1	405,362	35.8	33.6	31.3	20.6	16.79	16.93	16.59
Brick, tile and terra cotta	73	2,983	50.7	44.4	41.1	42.7	44,514	25.7	20.6	18.5	12.6	14.92	13.68	13.33
Pottery	11	1,754	82.3	82.3	76.1	69.3	27,695	64.6	60.1	52.8	40.5	15.79	14.68	13.96
Cement	19	3,646	46.2	37.9	41.7	44.7	57,887	20.8	14.1	16.2	14.0	15.88	13.16	13.73
Glass	43	13,989	98.7	97.2	91.8	65.2	247,641	49.0	51.2	47.2	27.4	17.70	18.74	18.28
Marble, granite and slate	15	304	36.5	31.7	23.3	42.3	3,867	16.8	14.8	10.4	13.5	12.72	12.92	12.33
Asbestos and magnesite	6	1,469	113.0	114.8	112.9	84.6	23,758	68.2	71.7	71.2	43.0	16.17	16.71	16.91
Lumber products (3)	86	4,513	40.8	40.4	42.3	33.3	65,785	25.9	25.3	26.3	17.2	14.58	14.30	14.10
Lumber and planing mills	42	1,299	26.9	26.5	25.1	21.7	18,936	17.0	17.4	16.0	13.2	14.58	15.08	14.56
Furniture	37	2,616	48.9	48.										

INDEXES OF EMPLOYMENT AND PAYROLLS, AND AVERAGE WEEKLY EARNINGS IN PENNSYLVANIA INDUSTRIES FOR APRIL, 1934, PREPARED BY THE DEPARTMENT OF LABOR AND INDUSTRY¹

INDUSTRY	No. of plants reporting	EMPLOYMENT						PAYROLLS						AVERAGE WEEKLY EARNINGS		
		No. of wage earners— week ended Apr. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll— week ended Apr. 15, 1934	Index numbers 1923-1925=100				Week ended				
			Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933		Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933	Apr. 15, 1934	Mar. 15, 1934	Feb. 15, 1934		
TOTAL—ALL INDUSTRIES ² -----	5,475	701,819	108.0	108.4	104.2	91.0	\$14,567,439	120.2	121.1	111.9	83.5	\$20.51	\$20.87	\$20.17		
TOTAL—MANUFACTURING INDUSTRIES ² -----	1,789	398,782	113.4	112.3	108.9	87.1	7,560,309	134.0	129.8	120.2	76.6	18.96	18.59	17.81		
TOTAL—NON-MANUFACTURING INDUSTRIES ² -----	3,686	303,037	103.3	104.9	100.1	94.4	7,007,130	106.9	112.9	104.0	90.1	21.88	22.89	22.26		
Anthracite coal mining ³ -----	160	80,894	112.5	130.5	122.1	100.0	2,091,360	92.2	147.1	117.5	87.2	25.85	35.57	30.39		
Bituminous coal mining -----	466	73,961	117.7	118.4	113.2	93.5	1,358,492	165.3	178.7	156.3	71.1	18.37	19.81	18.63		
Quarrying and non-metallic mining -----	165	4,998	106.0	85.7	78.3	92.5	80,272	131.9	93.6	81.3	74.0	16.06	14.38	13.49		
Crude petroleum producing -----	21	807	132.8	138.9	133.2	17.3	19,262	141.9	134.4	133.7	79.1	23.87	22.48	23.81		
Construction and contracting -----	1,188	12,212	86.5	75.2	69.8	87.2	225,342	89.4	80.0	72.3	86.2	18.45	19.46	19.03		
Street railways, bus, and taxi -----	72	16,565	103.5	103.2	103.6	100.4	414,552	104.5	105.1	102.5	102.5	25.03	25.34	24.32		
Motor-freight, docks, and warehouses -----	43	3,612	111.2	101.8	108.2	93.7	52,066	111.0	110.1	115.4	99.5	14.41	15.37	17.52		
Telephone, telegraph, and broadcasting -----	44	19,858	95.3	95.2	95.2	108.2	527,292	94.1	93.9	94.2	107.0	26.55	26.36	26.58		
Light, heat, and power -----	33	20,521	96.3	96.5	96.3	98.0	651,983	110.6	104.7	105.3	94.4	31.77	29.14	28.31		
Retail trade -----	391	29,765	105.8	112.6	105.6	93.9	588,779	109.9	109.5	105.5	91.9	19.78	18.51	19.62		
Wholesale trade -----	131	3,414	104.4	104.5	104.0	96.3	90,439	105.9	106.2	103.8	94.6	26.49	26.80	26.32		
Banking and brokerage -----	591	13,753	101.9	102.1	102.3	98.0	408,776	101.1	101.1	100.4	98.1	29.72	29.92	29.67		
Insurance and real estate -----	152	8,863	101.2	100.6	100.2	100.3	297,839	103.0	101.5	102.4	100.4	33.60	30.55	34.61		
Dyeing and cleaning -----	35	1,706	106.2	94.9	93.1	98.0	33,615	131.9	108.9	96.4	102.0	19.70	18.70	17.01		
Laundries -----	39	2,742	99.4	98.5	97.0	96.1	42,846	107.7	104.4	103.2	93.3	15.63	15.25	15.55		
Hotels -----	155	9,366	110.0	108.6	106.8	96.7	124,215	118.3	117.9	116.7	97.0	13.26	13.28	13.21		

¹ In cooperation with the Federal Reserve Bank of Philadelphia, and the U. S. Bureau of Labor Statistics. These data are not complete industrial totals but are based on reports submitted by a representative list of firms in each industry.

² Weighted.

³ Reported by the Anthracite Bureau of Information.

(Continued from Page 11)

vania. Building operations for April, 1934, showed a gain for the third consecutive month over the corresponding month of 1933. Reports from building inspection offices in 72 municipalities of 10,000 population or more indicate a total of 2,415 permits issued during April, 1934, for building construction costing \$1,672,999 as compared with 1,987 permits issued in April, 1933, for work costing \$1,593,373, an increase in April this year of \$79,626, or 5.0 per cent. Thirty-nine of 72 municipalities show increased building for April as compared with the corresponding month of 1933.

Continued improvement in residential construction during April was indicated. Permits were issued in the 72 communities during April for new residential construction to cost \$550,130 as compared with permits issued in April, 1933, for similar construction costing \$409,275, an increase of \$140,855, or 34.4 per cent.

Permits for new non-residential buildings totaled \$298,776 in April as compared with \$654,471 for the corresponding month of 1933, a reduction of \$355,695, or 54.3 per cent. Slight increases occurred in expenditures for amusement and recreation places, churches, private garages, gasoline and service stations, schools, and miscellaneous non-residential buildings.

BUILDING GAIN FOR FOUR MONTHS OF 1934

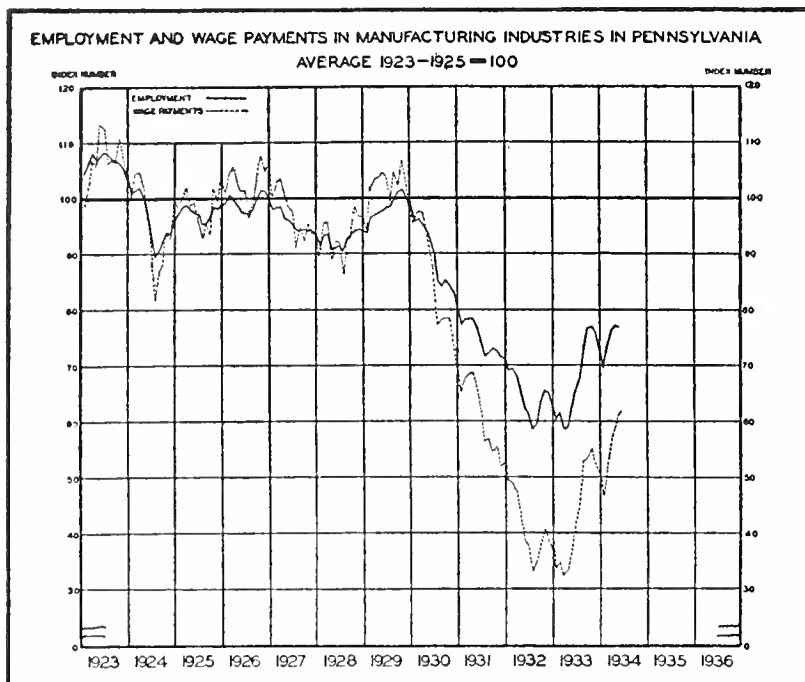
The volume of building in 68 Pennsylvania municipalities totaled \$5,877,627 for the first four months of 1934 as compared with \$5,291,167 for the corresponding period of 1933, an increase of \$586,460, or 11.1 per cent. Thirty-four municipalities show a greater volume of building for the first four months of 1934 than for the corresponding months of 1933. Philadelphia reported a gain of \$797,745, or 38.3 per cent, and Pittsburgh an increase of \$198,309, or 46.5 per cent.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

AREA	No. of plants reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Apr. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended Apr. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933		Apr. 1934	Mar. 1934	Feb. 1934	Apr. 1933	Apr. 15, 1934	Mar. 15, 1934	Feb. 15, 1934
Allentown—Lehigh (3 counties) -----	142	30,735	70.7	70.4	69.7	55.5	\$552,298	58.8	56.6	54.3	29.9	\$17.97	\$17.40	\$16.88
Altoona (2 counties) -----	27	5,692	80.3	72.0	73.5	73.5	114,390	62.0	53.5	46.1	28.9	20.10	19.31	16.34
Chambersburg (3 counties) -----	12	1,737	74.0	71.8	69.7	53.8	27,500	56.9	48.3	53.8	27.1	15.83	13.87	15.91
Clearfield (4 counties) -----	35	4,993	74.0	71.5	69.2	66.4	87,186	53.5	54.5	51.2	28.3	17.46	18.40	17.89
Erie (2 counties) -----	62	9,990	75.4	73.1	71.8	50.1	191,723	52.6	48.8	48.3	27.5	19.19	18.35	18.50
Harrisburg (3 counties) -----	52	13,905	64.4	63.6	60.1	42.1	247,911	52.2	49.2	43.9	24.1	17.83	17.00	16.06
Johnstown (3 counties) -----	23	11,213	47.9	43.0	40.3	31.1	238,664	46.7	38.9	29.5	15.3	21.28	19.75	15.96
Kane—Oil City (5 counties) -----	36	3,735	55.4	53.4	52.0	41.7	68,663	41.0	39.1	39.4	27.8	18.38	18.18	18.82
Lancaster (1 county) -----	62	10,520	97.0	95.8	93.2	68.7	171,481	73.2	72.8	70.2	40.2	16.30	16.45	16.28
Lewistown (3 counties) -----	6	1,716	55.5	53.7	54.2	37.2	32,649	43.0	38.3	38.2	17.8	19.03	17.51	17.29
Philadelphia (5 counties) -----	574	123,203	78.8	78.4	76.1	57.8	2,633,310	62.5	61.9	58.7	37.9	21.37	21.27	20.77
Pittsburgh (8 counties) -----	290	95,397	77.6	87.9	73.4	56.1	1,776,833	55.2	52.7	46.5	27.5	18.62	18.02	16.57
Pottsville (2 counties) -----	23	4,203	82.4	78.7	76.0	66.1	71,413	55.0	53.0	52.0	35.1	16.99	17.38	17.63
Reading—Lebanon (2 counties) -----	118	27,773	80.6	79.6	74.4	62.9	497,633	61.0	59.9	55.9	31.4	17.92	17.84	17.82
Seranton (5 counties) -----	55	6,480	81.6	83.1	77.6	63.2	114,709	71.6	71.6	66.1	45.5	17.70	17.22	17.65
Sharon—New Castle (2 counties) -----	33	10,315	55.3	54.2	50.7	41.7	194,306	38.0	36.2	31.4	19.7	18.84	18.27	16.98
Sunbury (4 counties) -----	29	5,824	58.5	56.4	59.4	52.7	90,538	44.4	39.8	41.3	32.0	15.54	14.44	14.22
Wilkes-Barre (3 counties) -----	67	14,823	94.1	98.2	95.8	74.7	290,298	70.0	76.6	76.1	44.1	13.51	14.15	14.44
Williamsport (5 counties) -----	47	5,680	80.6	80.5	76.7	57.4	96,023	52.0	51.7	50.5	31.4	16.90	16.85	17.28
York—Adams (2 counties) -----	85	11,887	76.2	76.2	70.8	56.4	182,576	66.8	62.6	59.3	39.5	15.36	14.97	14.67

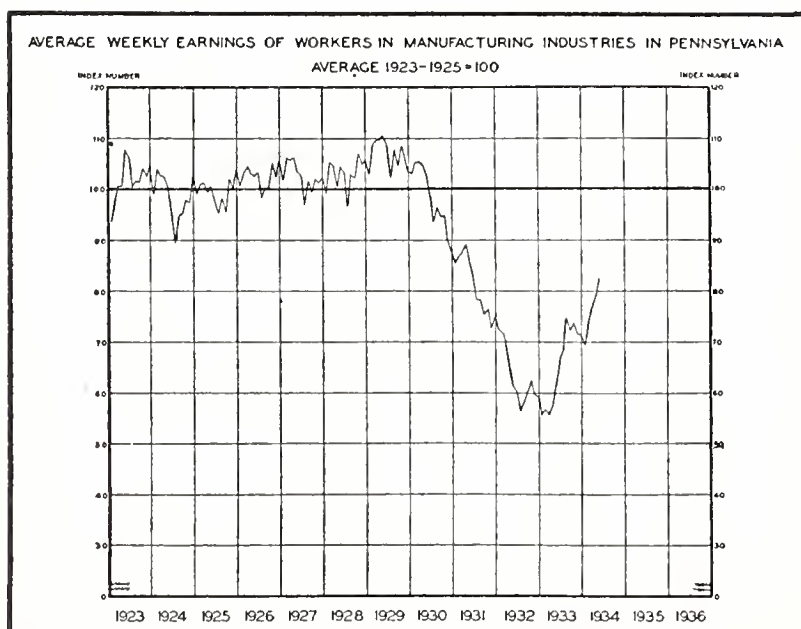
INDUSTRIAL ACCIDENTS DECREASE IN APRIL

Seasonal slackening in the upward trend of industry and trade was reflected in a decrease in industrial accidents for April as compared with March. Reports of 98 fatal and 7,629 non-fatal accidents were received by the Department of Labor and Industry during April as compared with 100 fatal and 8,486 non-fatal accidents reported in March, a decrease of 2.0 per cent in fatalities and 10.1 per cent in non-fatal injuries.



Decreases in fatal accidents for April as compared with March were reported for anthracite coal mines, construction and contracting, manufacturing, public utilities, and transportation.

Thirty-eight workers were killed in transportation accidents during April, 25 by cars and engines, 12 by motor vehicles, and one by a balky horse. Falls of roof rock and coal in mines caused 24 deaths, 14 in anthracite and 10 in bituminous mines. Mine workers were killed in falls from buildings, scaffolds, and on slippery walkways, and seven died of injuries received in explosions of mine gas and blasting powder.



MORE EMPLOYMENT: MORE ACCIDENTS

The reemployment of workers in large numbers during the first four months of 1934 has resulted in definitely increased industrial accident totals. Four hundred six

fatal and 31,587 non-fatal accidents were reported to the Department of Labor and Industry during the first four months of 1934 as compared with 358 fatal and 25,642 non-fatal accidents reported during the first four months of 1933, or increases in 1934 of 13.4 per cent in fatalities and 23.2 per cent in non-fatal injuries.

Accident figures for the three main divisions of industry for the first four months of 1934 as compared with totals for the same period in 1933 are shown in the following table:

ACCIDENTS REPORTED TO THE DEPARTMENT OF LABOR AND INDUSTRY

Industry	Four months, 1934		Four months, 1933		Per cent increase in 1934	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	181	18,491	164	16,363	+10.4	+13.0
Coal mining	186	11,776	162	8,272	+14.8	+42.4
Transportation and public utilities	39	1,320	32	1,007	+21.9	+31.1
Total	406	31,587	358	25,642	+13.4	+23.2

NEW BEDDING AND UPHOLSTERY RULES

By WALTER B. SHAW, Chief of Bedding and Upholstery Inspection, Bureau of Inspection

INCREASED protection from fraud for buyers of mattresses, pillows, comforts, cushions, and upholstered furniture is the aim of new regulations for bedding and upholstery manufacture and sale which became effective recently. The regulations were promulgated by Charlotte E. Carr, Secretary of Labor and Industry, in accordance with recommendations of the Industrial Board.

The most radical change in the rules was made in the printing of tags attached to secondhand articles. Previously, the word "secondhand" was printed in small letters across the end of the tag. Unscrupulous manufacturers often sewed the label so close into the seams of the article that the word was covered and the purchasers of articles had no way of knowing that the filling of the article was not new.

To avoid this practice the new regulation provides, "The tag attached to secondhand upholstered furniture, mattresses, pillows, bolsters, feather beds, comfortables, and cushions, shall have the word SECONDHAND stamped or printed thereon diagonally across the face of the tag in red letters at least one-half inch in height. When attached to secondhand mattresses, pillows, comfortables, etc., the tag shall show the statement STERILIZED AND DISINFECTED, the permit number of the person or firm doing the sterilizing, or the number of the certificate issued to the auctioneer in charge of sterilizing."

The new regulations prohibit the use of trade name or superfluous terms in describing the filling material.

Mixtures of filling material shall be so marked as to show the exact percentage by weight of each labeled ingredient of the mixture. This rule was designed to end a former practice of using a large percentage of inferior material along with a small amount of high grade material, and then labeling the article in such a manner as to lead the buyer to believe he was getting a greater proportion of the high grade material in the article.

The new regulations specified penalties for violations, rules for obtaining modification of any regulations, definitions of terms which may be used in labeling, the scope of the law, administration, labeling of tags, and sterilization of secondhand filling materials and secondhand articles.

COMPARATIVE FIGURES ON DEPARTMENTAL WORK

STATISTICS of work in the Department of Labor and Industry for the first quarter of 1934 as compared with the same period last year:

BUREAU OF INSPECTION

	1934				1933
	Jan.	Feb.	Mar.	Total 1st quarter	Total 1st quarter
Field Inspection Division:					
General inspections and visits	7,905	5,769	7,145	20,819	23,949
Volunteer inspections and visits	213	254	266	733	-----
Women and Children inspections and visits	48	30	85	165	2,490*
Orders issued to comply with State law	870	627	874	2,371	1,631
Prosecutions authorized	28	12	26	66	194
Prosecutions closed	38	9	41	88	-----
Fines imposed	\$1,095	\$180	\$1,055	\$2,330	\$2,865
Boiler Inspection Division:					
Inspections and visits	910	625	737	2,272	2,596
Boilers inspected	539	419	513	1,471	1,683
Repair orders issued	378	184	271	833	-----
Orders complied with	406	231	313	950	-----
Operating certificates issued	1,474	988	1,073	3,535	-----
Fees for operating certificates	\$3,436.70	\$2,152.20	\$2,902.05	\$8,490.95	\$9,194.82
Elevator Inspection Division:					
Inspections and visits	1,171	949	1,036	3,156	1,620
Elevators inspected	570	478	545	1,593	1,722
Orders issued to comply with State law	162	128	143	431	357
Prosecutions authorized	1	-----	-----	1	-----
Prosecutions closed	0	-----	2	2	-----
Operation certificates issued for operating elevators	846	732	936	2,514	-----
Plans approved	0	12	14	26	17
Fees for elevator certificates	\$2,280.50	\$2,108.00	\$2,055.00	\$6,443.50	\$6,311.98
Mines and Quarries Inspection Division:					
Inspections and visits	247	225	378	850	894
Orders issued to comply with State law	82	64	120	266	264
Orders complied with	48	63	85	196	-----
Building Inspection Division:					
Special inspections	3	6	3	12	117**
Plans examined	156	158	183	497	522
Plans approved	119	124	146	389	319
Office interviews	136	113	150	399	505
Motion picture projectionists' licenses issued	648	226	163	1,037	3,791
Fees for approval of plans	\$442	\$431	\$530	\$1,403	-----
Fees for licensing projectionists	\$1,956	\$460	\$423	\$2,839	-----
Accident Prevention Service:					
Accident reports reviewed	5,293	4,715	5,380	15,388	6,852
Accident reports sent out for investigation	328	312	452	1,092	1,439
Accidents investigated and reviewed	356	229	337	922	914
Total reports handled	5,977	5,256	6,169	17,402	7,766
Bedding and Upholstery Inspection Division:					
Inspections and visits	1,108	857	1,003	2,968	3,481
Orders issued to comply with State law	136	69	166	371	295
Orders complied with	77	95	122	294	188
Violations found	3,255	1,745	6,226	11,226	352
Prosecutions authorized	7	1	21	29	15
Prosecutions closed	8	7	16	31	-----
Fines collected	\$90	\$80	\$220	\$390	\$105
Cash received from sale of revenue stamps	\$2,270	\$3,293.20	\$3,132.23	\$8,695.43	\$9,270.00
State Owned Building Inspection Division:					
Inspections and visits	10	8	8	26	-----***
Orders issued to comply with State law	29	16	12	57	-----
Orders complied with	9	0	7	16	-----
Final plan approvals	12	5	2	19	-----
Conferences in offices	56	62	21	139	-----
Preliminary plans examined	15	83	9	107	-----

BUREAU OF INDUSTRIAL STANDARDS

Investigation of petitions for exemption from State regulations:					
Investigations completed	24	21	6	51	63
Investigations incomplete	13	19	29	61	19
Investigations on safety devices	11	7	9	27	25
Safety regulations revised	0	0	1	1	14
New safety regulations	2	-----	-----	2	16

INDUSTRIAL BOARD

Petitions for exemption from State regulations considered	41	48	31	120	166
Meetings held	1	1	3	5	2
Safety devices approved	3	8	6	17	5
Withdrawals of approval of safety devices	3	-----	1	4	1
New regulations approved	1	-----	-----	1	-----
Amendments to regulations	1	2	2	5	12

BUREAU OF WOMEN AND CHILDREN

	1934				1933
	Jan.	Feb.	Mar.	Total 1st quarter	Total 1st quarter
Special investigations	130	190	230	600	136
Minor's accidents	12	5	7	24	10
Industrial board petitions	8	6	5	19	5
Miscellaneous	60	73	67	200	7
N R A exemptions	50	106	200	356	-----
Home-work investigations	350	80	140	570	1,783

BUREAU OF EMPLOYMENT

Applicants for work interviewed	140,831	26,538	30,684	198,053	32,300
Placements made	79,379	8,647	22,644	110,670	11,564
Inspections of licensed private employment agencies	331	249	283	863	1,127
Fees collected for licensing private agencies	\$705	\$400	\$300	\$1,405	\$10,000

BUREAU OF REHABILITATION

Visits to applicants, employers, schools, and other co-operating agencies	1,478	1,744	1,843	5,065	2,744
Investigations of requests for vocational training	26	10	1	37	28
Investigations of requests for purchase of artificial appliances	25	14	1	40	20
Investigations of Workmen's Compensation lump sum settlement	8	9	5	22	15
Placements in employment	33	27	23	83	40
Number of persons registered	3,182	3,689	4,350	11,221	4,438
Students in training	159	157	162	478	468
Artificial appliances bought	8	8	0	16	25

WORKMEN'S COMPENSATION BOARD

Opinions and orders:					
Referee affirmed	94	49	80	223	239
Referee reversed	8	6	6	20	26
Rehearings granted	75	24	30	129	94
Rehearings refused	-----	-----	-----	-----	1
Records returned to court	2	2	1	5	4
Cases withdrawn	13	5	3	21	42
Amended award	0	3	2	5	1
Total	192	89	122	403	408
Petitions for lump sum compensation settlements received	57	31	37	125	171
Acted upon	32	37	49	118	107
Other petitions acted upon including appointments of persons to receive compensation of minor children	43	107	56	211	147
Miscellaneous petitions	15	11	23	49	89
Counsel fees allowed	3	2	3	8	14
Total	290	246	253	789	765

WORKMEN'S COMPENSATION REFEREES

Cases on hand at beginning of period	3,716	3,812	3,886	11,414	7,729
New cases assigned	857	777	1,204	2,838	2,691
Cases disposed of	756	601	641	1,998	2,563
Cases reassigned	5	102	507	614	56
Cases on hand at end of period	3,812	3,886	3,942	11,640	7,799

BUREAU OF WORKMEN'S COMPENSATION

Accident reports indexed	8,241	7,440	8,586	24,267	20,391
Accident reports and agreements coded and punched	12,938	11,199	12,765	36,902	33,955
Compensation agreements and awards examined, approved and filed	4,697	3,759	4,179	12,635	13,564
Receipts for compensation payments checked and filed	13,000	13,000	16,510	42,510	39,000
Petitions in contested cases received, docketed, and referred to referees	768	627	616	2,011	2,230
Referees decisions mailed to parties at interest	640	551	549	1,740	2,234
Applications and financial statements of employers requesting exemption from compulsory insurance received and passed upon	442	564	778	1,784	1,333
Reports of failure of employers to insure or secure exemption investigated	276	-----	29	305	385
Prosecution for violation of this requirement of the law	3	-----	1	4	-----
Cases completed by adjusting division	192	187	188	567	1,147

* Change in procedure of reporting inspections, now listed as general inspections.

** Decrease due to cut in personnel.

*** Change in procedure.

LABOR**AND****INDUSTRY****COMMONWEALTH
OF PENNSYLVANIA**

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NRA CONTROL NECESSARY

By CHARLOTTE E. CARR, Secretary of Labor and Industry

THE National Recovery Administration now has reached the point in its history where the substitution of enforcement in place of compliance seems warranted.

This fact stands out in the survey of the cotton garment industry in Pennsylvania, just completed by the bureau of women and children. This survey shows clearly what the NRA has done and what it has failed to do in the sweated clothing industries of the state.

In considering the results of the study, the fact should be borne in mind that in these industries the NRA has produced some of the most extensive and most drastic changes it has wrought anywhere. In other words the Pennsylvania cotton garment industry survey covers a localized field where the NRA has been conspicuously successful and where partial failures become all the more significant.

The study shows simply and clearly that, while the NRA as it is now administered has attained its major objectives, employers who refuse to be controlled continue to find considerable leeway for chiseling or otherwise violating both the spirit and the letter of the codes.

The evidence gathered in the Pennsylvania cotton garment industry discloses that the NRA has eliminated child labor, reduced the working hours of all employes and increased the weekly earnings for the majority of the workers.

The importance of these major achievements is indicated
(Continued on Page Two)

Pennsylvania**LABOR AND INDUSTRY
IN THE DEPRESSION**

*A Review of the Four-Year Period, 1931-1934, and
its Effect upon Worker and Employer, as Encoun-
tered in the Department of Labor and
Industry's Administration of the
State Labor Laws*

This volume, of approximately 40,000 words, and containing numerous graphs and statistical tables, probably will be available within a month.

QUARTERLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

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CHARLOTTE E. CARR *Secretary of Labor and Industry*
MARION L. DEITZ *Editor*
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STEPHEN SWEENEY, A. W. MOTLEY

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All material is released to the press upon receipt

NRA CONTROL NECESSARY

(Continued From Page One)

cated by the vivid contrast between the fact that only two children under 16 years of age were found among 12,000 employees investigated this year, as against one out of every 25 in a study made two years ago.

The weakness of the present administration of the codes, however, is shown by the fact that the goal of generally effective minimum wage standards has not been reached by a wide margin. It is true that the majority of workers in the cotton garment industry receives the minimum hourly wages set by the code, but it is equally true that the majority also received less than \$13 weekly minimum because of part-time work.

The study shows that employers who, prior to the NRA, refused to pay fair wages found numerous subterfuges by which they can dodge the minimum wage provisions of the codes. Some have resorted to deliberate falsification of hour records, some classify experienced workers as "learners" and pay them at the reduced wages authorized for legitimate learners. Others take similar advantage of the code provisions permitting employment of "handicapped" workers at lower rates and make no attempt to separate the actually handicapped from the perfectly able and healthy worker.

Extreme examples of these evasions are interesting. In one instance a woman with 12 years' experience in the factory where she was found during the survey was classified as a "learner." In another instance an employer told the bureau investigators he had not posted the printed code notice because, as he frankly admitted, "I do not believe the employees would understand it the way I do."

The general effect of these violations of the code is attested by the fact that 12 per cent of the workers for whom reliable records were available were paid less than the minimum wage provided by the code. Violations were found in three-fourths of the 92 plants on which the bureau's analysis is based. In 13 plants the majority of employees were involved in wage violations and in one plant not a single employee received as much as the minimum wage.

Further indications that the NRA has not effectively reached the particular type of employer who must be reached by any law or regulation of this character are furnished by data covering overtime work. While less frequent than under-time, work beyond the 40-hour week specified by the code was revealed in the case of 16 per cent of the employees studied in the dress industry.

Since its inception, the National Recovery Administration has placed a heavy emphasis upon compliance with codes. Its machinery has been set up with compliance in mind and has functioned well with those employers who are amenable to compliance, which, in the final analysis, is little more or less than voluntary cooperation.

What the NRA needs now is machinery to enforce its regulations where compliance has not been obtainable. Until it develops enforcement policies sufficient to compel the habitual violators to conform to the same standards the majority accepts voluntarily, situations like those revealed through the survey will continue.

INDUSTRIAL BOARD

THE following regulations were approved by the Industrial Board at a meeting held August 8, 1934:

REGULATIONS

1. Regulations and Suggested Safe Practices for the Manufacture of Nitro and Amido Compounds. Revision of regulations to enable reprint under uniform printing of all regulations.
2. Regulations for Window Cleaning. Rule 1, paragraph (b), (c), and (d) amended to read as follows:
 - (b) Leather shall be oak tanned, free of glucose, salts, adulterants and acid.
 - (c) Canvas shall be of double web and stitched.
 - (d) Rope shall be *not less than one-half (1/2") inch diameter Yacht Manila*, made from fibre of fine texture, shall be flexible, yet hard enough to wear well.

Rule 3, paragraph (a), amended to read as follows:

(a) When application is made for approval of anchors, belts or ropes the information presented to the Department shall include:

1. Test report *or other documentary evidence* showing that the materials from which the metal parts and the non-metallic parts are made conform to the specifications as called for.
2. Test report showing that *waist band, ropes or terminal straps, and all inter-connecting parts have been separately, and as an assembled unit*, subjected to test and shown sufficient strength to hold a suspended load of one thousand (1000) pounds.

The following devices were approved:

Company	Device
Acker and Man, Inc., New York City.	Number 19 leather window cleaners' belt
The Sewing Machine Finger, Protector Company, Leominster, Mass.	Type number 515 needle guard
McCann & Company, Pittsburgh, Pa.	Auxiliary pan and hopper for meat grinders
Haughton Elevator and Machine Company, Philadelphia, Pa.	Type "F" car door operator and gate closer (extension of approval granted November 16, 1928, certificate number 692, to include use on automatic control elevators)
Atlantic Elevator Company, Philadelphia, Pa.	Elevator locking device for use on automatic control elevators.
Campbell Metal Window Corporation, Baltimore, Md.	Type H-285 double head window cleaners' anchor
Lewis Bandics, Berwick, Pa.	Panic bolt for use on exit doors of lodge halls and similar buildings

A special issue of the Labor and Industry Bulletin to be devoted to workmen's compensation is to be issued soon. It will contain the final report of the Governor's Committee on Workmen's Compensation, a graphic presentation of the Pennsylvania workmen's compensation system, and studies entitled, "State Administration of the Self-Insurance Provisions of the Workmen's Compensation Act," and "How Injured Workers Fare under the Pennsylvania Workmen's Compensation System."

COTTON GARMENT WORKERS IN PENNSYLVANIA UNDER THE NRA

A Study of Hours and Earnings in February 1934

By ELIZABETH S. JOHNSON, Research Assistant, Bureau of Women and Children

DURING its short history the National Recovery Administration has produced in the sweated clothing industries in Pennsylvania some of the most extensive and most drastic changes it has wrought anywhere. What the operation of one NRA code has done, and what it has failed to do, is shown by the findings of a survey the Bureau of Women and Children has made into the effects of the NRA on hours of work, earnings, and the elimination of child labor in the cotton garment industry of the State.

The study shows that in general the NRA has attained or closely approached its major objectives, but that some employers continue to find considerable leeway for violating both the spirit and the letter of the codes.

On one hand, evidence is conclusive that the NRA has eliminated child labor, reduced the working hours of all employes and increased the weekly earnings for the majority of workers in the cotton garment industry.

On the other hand, it appears equally definite that the NRA has fallen far short of obtaining the goal for which it was planned. The survey shows that employers who refuse to pay fair wages have found numerous subterfuges by which they can dodge the minimum wage provisions of the codes. Some have resorted to deliberate falsification of hour records. Some classify experienced workers as learners and pay them at the reduced wages authorized for inexperienced workers. Others take advantage of code provisions permitting employment of handicapped workers at lower rates and make little attempt to separate the actually handicapped from the perfectly able-bodied worker.

In selecting the cotton garment industry for the first of a series of studies on hours and earnings under the NRA, the bureau was guided by the fact that wide-spread exploitation of labor was common in this industry at the depth of the depression. According to an earlier study of the industry made by the bureau for October, 1932, half of the workers in cotton garment factories at that time made less than \$7.51 a week.¹ The 50-hour work week was general. Hundreds of children under 16 labored the same long hours as the women for half the wages. In answer to these conditions the NRA Code of Fair Competition for the Cotton Garment Industry set a forty-hour maximum work week and a \$13 minimum weekly wage, and prohibited the labor of children under 16 years of age.

That this survey might present a fair picture of the industry, information was obtained from a representative cross section of the cotton garment industry throughout the state. The survey covered 114 plants employing approximately 10,800 women and 1,300 men. The plants, for the most part, manufactured shirts and cotton dresses but included also those manufacturing work clothing, pajamas, and other cotton garments. The plants and employes, distributed by type of product are as follows:

Product	Plants	Employes
Shirts	69	8,820
Dresses	20	1,341
Work clothing	10	749
Pajamas and nightwear	6	639
Men's trousers	4	304
Miscellaneous	5	277
Total	114	12,130

The plants were selected at random from those previously included in hours and earnings studies made by the department, except for a few included at the request of the Cotton Garment Code Authority. The shirt factories investigated comprised 36 per cent of the shirt factories in Pennsylvania² and employed nearly half of the 19,000 workers in the industry. The proportionate representation of the plants manufacturing other products is probably about the same, although specific figures on the number of firms and employes in the other branches of the industry are not available.

The hours and earnings data were secured largely for pay periods ending in February, 1934, although some of the payrolls analyzed were for January and March and a few figures were taken for the latter part of December 1933 and for April 1934. Hours data were obtained from time cards and from whatever other original records were available. Executives, office workers and maintenance workers were not included in the study.

CHILD LABOR

The practical elimination of child labor from the cotton garment industry is the most spectacular change found to have occurred in the period between the earlier survey and the February 1934 study. Only two out of more than 12,000 employes investigated in the latter study were children under 16 years of age. These had been working for their present employer before the NRA became effective and had been allowed to continue at their jobs. This revelation is in sharp contrast to the finding of the 1932 study of the clothing industry that one out of every 25 workers employed was a child under 16 years of age.

The general adoption of the minimum wage by the industry was doubtless as pertinent a factor in this elimination of child labor as the child labor² prohibition itself. The study of October 1932 had shown that children's median earnings were approximately three dollars a week, less than half the amount earned by women workers. The indication was that children were employed because they were cheap, not because they were efficient.

HOURLY RECORDS

A serious problem encountered in making the recent investigation, and one that necessarily colors its findings, was the frequent lack of inaccuracy of hour records for individual employes. The employers' need for proof of compliance with the code had, within a few months, greatly increased the proportion of factories keeping hour records of some kind. Nevertheless, out of the 114 firms studied, nine apparently had no hour records of any kind, and 10 others had hour records for only a small proportion of their employes.

The general tendency to keep hour records, moreover, was accompanied by an unprecedented temptation to falsify them, since through the manipulation of such records it is possible to make compliance appear where violations actually exist. In some cases the records which showed fewer hours than actually had been worked by the employes were obtained by dividing the total piece work earnings by 32½, the minimum hourly wage, and recording the result as the number of hours worked. In some cases these calculations were made in the plant office; more often the firms transferred to the employes the onus of recording hours of work, with the understanding that workers who could not show that they earned the minimum wage were to be fired. A method of falsification

¹ "Hours and Earnings in the Textile and Clothing Industries of Pennsylvania, October 1932," in Monthly Bulletin, Department of Labor and Industry, February 1933.

² United States Census of Manufacturers, 1931.

more difficult to detect was that of having employees work when their time cards showed them to be out of the factory. In 13 of the 114 firms included in the study the hour figures appeared to be of such dubious accuracy that they were not used in compiling the data on which this report is based.

HOURS OF WORK

The hours of work in cotton garment factories in February, 1934, revealed a startling change from the hours worked in the industry in October 1932. The NRA 40-hour standard had become almost universally accepted as the scheduled work week, supplanting the 59-hours-or-more the work week of October, 1932.

Although 40 hours was the standard work week set by the code, an analysis of records made for 88 firms and 8,930 employees discloses the majority of workers actually worked shorter hours. Only a fourth of these employees worked exactly 40 hours, while 71 per cent were recorded as working part time.

The higher proportion of part-time work undoubtedly was due in part to seasonal conditions but this does not wholly explain the situation because the period studied was not dull. Taking the cotton garment industry as a whole, the time selected for study represents average activity. Shirt factories, the largest branch of industry included in the study, were slightly below average;³ the dress factories and many of those producing other types of cotton garments appeared to be decidedly busy.

In the shirt industry, 77 per cent of the employees were not working the full 40-hour week, and even in the busy dress industry 37 per cent were working less than 40 hours.

Table 1. Weekly Hours of Workers by Branch of the Cotton Garment Industry, February 1934

Weekly hours	Total		Shirts		Dresses		Other cotton garments	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Less than 30	2900	32.5	2356	35.8	76	11.6	468	27.7
30 and less than 35	1435	16.1	1175	17.8	45	6.8	215	12.7
35 and less than 40	1983	22.2	1548	23.5	125	19.0	310	18.4
40	2316	25.9	1414	21.5	310	47.1	502	35.1
Over 40 and not more than 54	284	3.2	85	1.3	100	15.2	99	5.9
Over 54	72	.1	7	.1	2	.3	3	.2
Total	8930	100.0	6585	100.0	658	100.0	1687	100.0
Median	35 hours		34 hours		40 hours		38 hours	

In so far as the hour records reported it, overtime work was much less frequent than under time. Only three per cent of all employees were reported to be working more than 40 hours a week (Table 1). In the dress industry, however, the proportion of overtime was much greater, 16 per cent of the employees working longer than 40 hours a week. Although a fraction of these, as non-manufacturing employees, were permitted to work more than 40 hours a week, it was obvious that the 40-hour maximum was no great deterrent to overtime when business was pressing.

It is significant that the proportion of workers, 16 per cent, exceeding the 40-hour code week in the dress industry in February, 1934, was almost identical with the proportion of women clothing workers exceeding the 54-hour legal limit of the State Woman's Law in the previous study. The reasonable conclusion is that lack of proper business organization, rather than any set limit for the work week, is the deciding factor in overtime work.

WEEKLY EARNINGS

Weekly earnings of cotton garment workers have increased spectacularly along with the sharp reduction in hours. Median weekly earnings of all em-

ployes jumped from \$7.51 in October, 1932, to \$11.25 in February, 1934, an increase of 50 per cent. Half of the workers earned more and half, less than these amounts

Table 2. Weekly Earnings of Cotton Garment Workers, October 1932* and February 1934

Weekly earnings	October 1932*		February 1934	
	Number	Per cent	Number	Per cent
Less than \$5	3294	26.0	1569	13.8
\$5 and less than 10	5584	44.0	3011	26.4
10 and less than 13	1913	15.1	2378	25.3
13 and less than 15	662	5.2	2265	19.9
15 and over	1229	9.7	1661	14.6
Total	12,682	100.0	11,384	100.0
Median	\$7.51		\$11.25	

The median weekly earnings of women were \$10.95 in February, 1934, about three dollars less than the \$13.62 median for men. It is evident that, in spite of the great increase in wages under the NRA, the weekly earnings of the majority of the workers have remained below the full-time minimum weekly wage of \$13 provided by the Cotton Garment Code. Barely a third of the women workers and not quite two-thirds of the men received as much as \$13 a week. The wages below the \$13 minimum were due to the prevalence of part-time work and also to code exemptions and violations.

Table 3. Weekly Earnings of Men and Women in the Cotton Garment Industry, February 1934

Weekly earnings	Men		Women	
	Number	Per cent	Number	Per cent
Less than \$5	54	4.5	1515	14.9
\$5 and less than 10	207	17.4	2804	27.5
10 and less than 13	203	17.1	2675	26.2
13 and less than 15	274	23.0	1991	19.5
15 and over	452	38.0	1209	11.9
Total reporting	1,190	100.0	10,194	100.0
Median	\$13.62		\$10.95	

Earnings of \$15 a week or more were found for 1,661 workers, only 15 per cent of the total, a very moderate gain since October, 1932, when 10 per cent earned \$15 or more a week. The minimum wage principle, while dramatically aiding the majority of the workers, has failed to produce corresponding increases for the more highly paid.

The greater effect of the minimum wage on the lower-paid workers has meant a bigger gain for women than for men. Between October, 1932, and February, 1934, women gained \$3.41 in median weekly earnings while men gained \$3.31. In terms of percentage increase, the women have gained 45 per cent while the men have gained only 32 per cent.

Weekly earnings varied appreciably in the various branches of the cotton garment industry. Shirts, with the greatest amount of part-time work, had the lowest median, \$10.91 a week, in contrast to \$12.14 for dresses and \$12.28 for other cotton garments.

HOURLY EARNINGS

The effect of the minimum wage on the actual earnings of workers is shown in the large proportion of employees in all branches of the industry who earned exactly 32½ cents an hour. In the 92 plants with usable hour records 30 per cent of all the workers received just 32½ cents an hour.

This frequency of the 32½ cent-an-hour wage was caused on the whole, not by time rates, but by piece rates that generally were set to yield the minimum wage to the

* Index of employment for shirts and furnishings, Pennsylvania Department of Labor and Industry in cooperation with the Federal Reserve Board.

* Source—Hours and Earnings in the Textile and Clothing Industries of Pennsylvania, October 1932.

worker of average or fast speed. The rates were not geared to the slow worker. As a result, many piece workers were paid an additional amount to make up to them the difference between their piece-work earnings and the minimum wage, while many fast workers earned barely the minimum. A total of 1830 piece workers, a fifth of the employes covered by hourly earnings information, received NRA make-ups. These comprised two-thirds of the group paid 32½ cents an hour. Moreover, certain of the workers who appeared to be receiving exactly 32½ cents an hour doubtless were involved in the problem of inaccurate hour records.

Roughly speaking out of every six cotton garment workers, one received less than 32½ cents an hour, two received exactly 32½ cents an hour, two received between 32½ and 40 cents an hour, and one received 40 cents or over.

Table 4. Hourly Earnings of Workers by Branch of the Cotton Garment Industry, February 1934

Hourly earnings	Total		Shirts		Dresses		Other cotton garments	
	Number	Cumulative per cent*	Number	Cumulative per cent	Number	Cumulative per cent	Number	Cumulative per cent
Less than 20 cents --	234	2.5	146	2.1	44	6.7	44	2.6
20 and less than 32½	1434	18.0	905	15.1	244	48.8	285	19.5
32½ and less than 33	2769	47.8	2193	46.7	156	67.5	420	44.4
33 and less than 40	3113	81.3	2381	81.0	189	88.6	593	79.5
40 and over -----	1739	100.0	1318	100.0	75	100.0	346	100.0
Total -----	9289		6943		658		1688	
Median -----	33.3 cents		33.4 cents		32.6 cents		33.7 cents	

* Includes employes receiving specified amount and all those receiving less.

The men earned the 32½ cent-an-hour minimum wage quite as frequently as women, but women earned less than 32½ cents an hour more than twice as often as men. Nineteen per cent of the women earned less than the code minimum as compared to eight per cent of the men. Earnings of 50 cents an hour or more were reported for only three per cent of the women, in contrast to 21 per cent of the men. The explanation of the much larger proportion of relatively well-paid men lies chiefly in the fact that the more highly paid occupations—cutters, for example—were held almost exclusively by men.

The difference in hourly earnings between the shirt factories and the dress factories was striking. Three times as large a proportion of the employes earned less than 32½ cents in the dress factories as in the shirt factories, 44 per cent compared to 15 per cent.

Wages below 32½ cents an hour were far more frequent among workers in contracting shops, which make garments under contract with the concern owning the material, than in manufacturing shops, which make garments from their own materials. Thirty-two per cent of the employes of the contractors received less than 32½ cents an hour compared to 13 per cent of the employes of manufacturers.

The proportion of manufacturers' employes receiving more than the minimum wage was somewhat larger than for contractors' employes, 54 per cent compared to 47 per cent. The lowest hourly earnings found in any plant were in a contracting shop that had a median wage of 17 cents an hour, equivalent to \$6.80 for a 40-hour week.

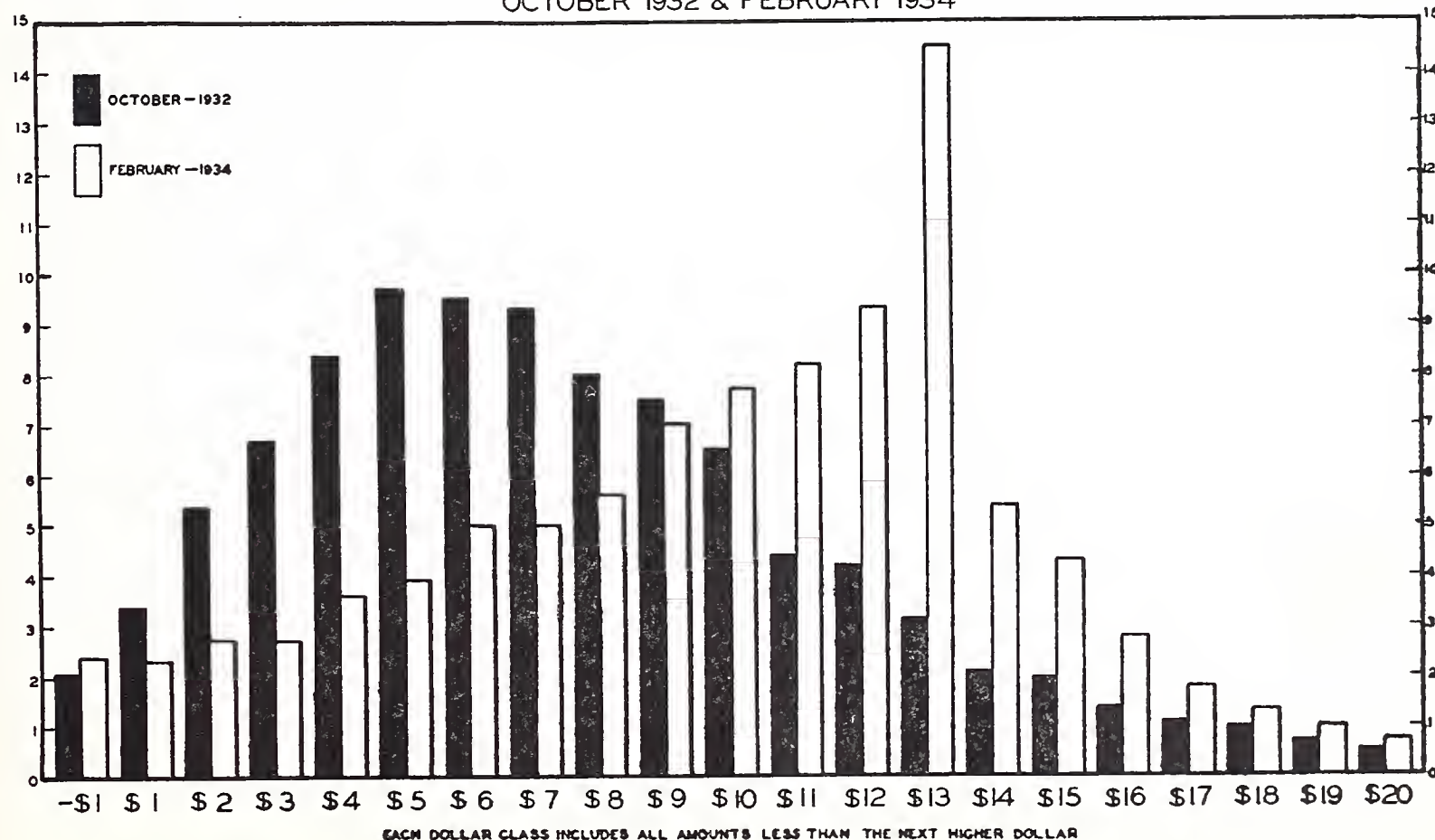
COMPLIANCE WITH THE CODE

In any inquiry into earnings where a minimum wage applies, the focus of interest turns to the case where work-

WEEKLY EARNINGS OF COTTON GARMENT WORKERS

PER CENT OF PERSONS EMPLOYED SHOWING PROPORTION OF EMPLOYEES RECEIVING SPECIFIED AMOUNTS PER CENT OF PERSONS EMPLOYED

OCTOBER 1932 & FEBRUARY 1934



ers have been paid less than the minimum. Altogether 1070 employees, 12 per cent of the 9,289 employed in 92 establishments for whom there were any hour records, were paid less than the Cotton Garment Code provides. This total of 1,070 underpaid employees excludes all learners and handicapped employees who legitimately were paid less than the standard minimum wage.

Seventy plants, or 76 per cent of the 92 on which this analysis is based, were involved in the 1,070 violations. In 13 plants the majority of the employees were involved in wage violations, and in one plant not a single employee received as much as the minimum.

In some cases the employees involved in violations unquestionably did not realize that they were being employed contrary to the NRA. Twenty-eight firms with violations had no copy of the wage and hour provisions of the code posted in a place accessible to the employees, even though the code specifically requires posting, and copies were distributed by the code authority for this purpose. One employer stated that he did not post the code because his employees might not understand it the way he did.

In addition to the 92 firms covered in this discussion of non-compliance, there were 22 others that were investigated but could not be included in the analysis of hourly earnings. The reasons for this exclusion imply a greater prevalence of code violations in these plants than in those where information was available on hourly earnings. Thirteen of the 22 excluded plants had records that appeared to be falsified, presumably for the purpose of making earnings for full-time work appear to be for part-time. Nine other firms kept no hour records of any kind. An examination of the weekly earnings in the 13 plants with apparently inaccurate hour records indicates either that these firms had an inexplicably large amount of part time or that their working hours were grossly understated. The median earnings of the employees of these 13 firms were \$6.44 a week, a wage figure typical of full-time earnings before the NRA.

Besides the 114 firms included in the study, four other employers were visited by the investigators but refused access to their records. Two frankly admitted that they were not complying with the code and did not care to submit the evidence. A fifth employer interviewed reported that immediately after the pay envelopes were made up he destroyed whatever records of wages or hours he had kept.

In accordance with the cooperative arrangement made with the Cotton Garment Code Authority before the investigations were begun, all findings for individual establishments were made available to the Authority.

HANDICAPPED EMPLOYEES

The Cotton Garment Code permits a firm to employ at less than the minimum wage persons who are partially incapacitated by age, injury, or infirmity, provided that they are paid proportionately the same as other employees and do not constitute more than 10 per cent of the working force. At the time of this survey no certification or registration of such employees was required, other than an indication of their status on the payroll report to the Code Authority. Out of the 114 firms included in the study, only 73 registered persons as handicapped or "privileged," as these workers are known to the trade. The 73 firms had 591 persons specifically designated as handicapped. This was six per cent of their 9,000 employees and five per cent of the 12,000 employees in all the 114 plants. Eight firms had a proportion of handicapped employees larger than the 10 per cent allowed by the code.

The code for the industry had not set a minimum wage for handicapped employees at the time this study was made, except to specify that the regular piece work rates should be paid. The result that the earnings of handicapped persons frequently fell below the minimum even for learners. Out of the 466 for whom hourly earnings data were secured, 51 per cent earned less than 25 cents per hour, and 17 per cent earned less than 20 cents.

To determine whether the persons these firms classed as handicapped actually were handicapped in the performance of their duties, detailed investigations beyond the scope of this wage study would have been necessary. Since the period of this survey, however, an Executive Order of the President has required that an employer secure from the state department of labor a certificate of exemption before he may employ any handicapped person at a wage rate below the general minimum set by an approved code.

Thirty-one plants that were included in the study and that classified 281 employees as handicapped at the time of the wage investigations have since made application for exemption certificates for handicapped workers. After investigation by the Department of Labor and Industry to determine whether the employees were actually handicapped in the performance of their duties, 138 persons in these plants were certificated as eligible for exemption from the 32½-cent-minimum hourly wage. Although individual employees shifted between the time of the wage and hour survey and the time of issuing the certificates, the comparison indicates that, in the firms applying for certificates for handicapped workers, 50 per cent of the persons so classified by the employer were not genuinely handicapped.

In addition to the 31 plants making application for exemption certificates, the 42 plants that classified the other 310 persons as handicapped at the time of the survey have not yet made application for certificates.

The new plan for certification of handicapped workers to permit their exemption from minimum wage requirements provides a much needed administrative safeguard. Its effectiveness, however, will depend not only on the carefulness and intelligence with which the departments of labor do their investigation and certification, but also on the efforts of the NRA code authorities and compliance officers to see that employers do not employ persons as handicapped without applying for certificates and to see that the standards set by the certificates are complied with.

LEARNERS

The code provision permitting the employment of learners at less than the regular minimum wage was extensively abused. Altogether 506 employees appeared on the payrolls as "learners." The investigators interviewed all who were in the plants at the time of investigation to determine whether they had had six weeks' experience in the industry, the limit to the learning period provided by the code. About two out of three of the so-called learners interviewed (148 out of 228) were not really learners, having had more than six weeks' experience. In one instance a worker with 12 years' experience with her present employer was classified as a "learner."

Not only were a majority of the so-called "learners" sufficiently experienced to be ineligible for the learners' wage exemption, but in 16 of the 57 plants in which the 506 so-called "learners" were employed, the proportion of "learners" exceeded 10 per cent of the total work force, the maximum permitted by the code. The proportion of "learners" was less than five per cent in only half the plants where there were learners; it was an average of seven per cent for all plants with learners.

Violation of the code provision which specified that learners shall receive at least 75 per cent of the regular minimum wage or 24¾ cents an hour also was frequent. More than one-fourth of the learners for whom hourly earnings were analyzed, 66 out of 252, were paid less than the 24¾ cent minimum wage. Ten per cent received less than 20 cents.

CONCLUSION

The major gains for cotton garment workers under the NRA are threefold: the elimination of child labor, the reduction in hours for all employees and the increase in weekly earnings for the majority of workers.

(Continued on Page Sixteen)

THE PROBLEM OF THE STRANDED WORKER

By A. W. MOTLEY, Director of Employment*

STRANDED workers, stranded population, and stranded communities, are phrases used commonly, and are discussed as though the facts on the problem were fully at hand. Although a great deal of information has been gathered by federal, state, and private agencies during the past two years, there still is very little factual information available. For purposes of discussion, the subject is divided into three parts.

1. Stranded workers in one-company towns, stranded because the one supporting company has discontinued operations.

2. Stranded workers in areas relying principally on one industry, the employment in which industry gradually has diminished on account of lack of supply of raw materials or decreased demand for the product.

3. Stranded workers who were drawn into industrial areas during the prosperous years of 1928 and 1929 from agricultural or other districts, and now are stranded in the populous centers with little possibility of being recalled to former positions.

The problem has not been solved and this discussion cannot include a solution.

The first point—workers in one-company towns—probably is not a problem in every province and state. But it is an acute problem in Pennsylvania, and probably exists in any state where mining of any type is carried on. The full effect of the problem also is felt in railroad towns where terminals or repair shops have been abandoned.

A striking example of the problem was the subject of a study by the Pennsylvania State Emergency Relief Board made in April this year, of a railroad center, which in 1930 had a population of 1,260 persons. It was found in the survey that 82 per cent of the population was dependent upon relief, and that nearly 95 per cent of the employable people were without jobs. The local government was finding it difficult to operate due to the delinquency of real estate taxes. This same situation probably exists in many communities in nearly every state and province in United States and Canada.

THE CHALLENGE!

The problem presents a challenge to public employment services everywhere. In what way may the employment offices be of assistance in communities of this kind? In answering this question, it must be borne in mind that unemployment exists at the present and in the immediate future in almost every community, making the problem doubly hard to solve.

But public employment offices can be of assistance. As an initial step, a complete registration and analysis of the unemployed with regard to occupation, education, age, and marital status should be made. From such a study would come information which would lead to the transfer of the skilled workers, through the clearance system, to another community where the services of such workers may be needed.

The actual number of persons that can be assisted by this method, however, probably would be very small due to the fact that surveys reveal that a majority of stranded workers is of the semi-skilled or unskilled class.

On the other hand, information secured through the study can be furnished educational authorities to be used as a basis for a retraining program. If retraining fails to solve the unemployment situation locally, the clearance operation remains as a last resort.

All of these activities are not entirely within the scope of the public employment service, but supplying informa-

tion so that other agencies might be able to cope with the problem most certainly is a public employment office function and responsibility.

The process of clearing workers from one community to another has been mentioned as though it were a simple process, but actual experience in Pennsylvania, has proved it to be otherwise. In fact, it has been proved to be a very complicated operation. A particular case is cited:

A communication was received by the Pennsylvania State Employment Service from the United States Employment Service advising that a mine operator in northern Pennsylvania could employ 125 miners, and that houses would be provided for the men and their families. Upon receipt of this good news, the Pennsylvania Service immediately contacted the mine superintendent in charge of the operation and obtained information on the particular type of coal vein. Information on housing conditions, financial standing of the company, and general labor conditions, also was secured. The Department of Mines was asked to trace the vein of coal through the State, and determine in what localities the same type of mining was conducted. These were located and stranded communities in the areas were found.

MIGRATION PROJECT

The approval of the business agent of the United Mine Workers was obtained and the registration of the unemployed miners who were willing to migrate was completed. The company's representatives interviewed the applicants and final arrangements for moving were made. Several days, however, before the families were scheduled to start their journey, community interest was aroused. The effect of the evacuation on their community was realized by the inhabitants and objections were many and strong. The final outcome of the experiment was that instead of a wholesale moving, the transfer has had to be very gradual, and extended over a period of several months.

This particular episode illustrates very clearly that the vagaries of human nature must be considered in any migration effort attempted in stranded company towns.

The problem of the stranded workers located in areas rather than communities is quite different. This is a problem which it is presumed exists in the agricultural areas of the western and southern states, and of the western provinces. In Pennsylvania, it is particularly true of a large portion of the bituminous and anthracite coal regions. It is true also in districts where lumbering was formerly the only industry. Undoubtedly there are other industries besides these three that present the same condition. Unlike stranded towns potential employment possibilities must be considered in seeking a remedy for the worker in the stranded area.

In order to obtain factual information concerning stranded areas in Pennsylvania, a rural adjustment department, operating directly under the State Emergency Relief Board has been established. It is cooperating very closely with the Departments of Agriculture, Welfare, and Labor and Industry. Sample intensive research studies now are being conducted by this department in two counties: one a typical area stranded on account of the diminishing lumber industry, and the other a typical stranded bituminous coal mining area.

These surveys are expected to disclose facts on the possibilities of developing the remaining industries within the areas with the hope of increased employment opportunities; development of potential resources; possible agricultural development, and necessary retraining of indi-

(Continued on Page Nine)

* Address delivered at International Association of Public Employment Offices' convention at Quebec, Can. (Editor's Note: Mr. Motley was re-elected vice-president of the Association).

PENNSYLVANIA'S 1934 ACCIDENT PREVENTION CONTEST

By J. C. STENNETT, Supervisor of Accident Prevention, Bureau of Inspection

AN intensive program of cooperation with various safety councils and civic organizations is marking the closing months of Pennsylvania's 1934 Accident Prevention Contest sponsored by the Department of Labor and Industry.

During September, October, November, and December, home, school, and street and highway safety is being interwoven in all programs arranged to increase safety in industry. Extra efforts will be made in November and December, particularly, to bring the message of safety in all fields to industry. This program is in accordance with Governor Pinchot's "coordinated safety campaign" which began September 1.

It is expected that from 500 to 1,000 shop safety meetings will be held in the last two months of the year. The programs for these meetings will include talks to foremen, to safety committees, and to groups of employees. Special efforts will be made to arrange shop meetings in plants that have had bad accident experience, and which are not organized for safety. Community meetings, sponsored by the various industrial plants in the locality, will be arranged by the department's field force to which the worker will be asked to invite his family and friends.

Public safety education as a means of advancing industrial safety has been accepted by the department. Every opportunity to cooperate with the various agencies in promoting school, home, and street and highway safety was welcomed. In all of the industrial safety meetings held, speakers have stressed the need and value of safety everywhere, so that the worker or breadwinner was made familiar with not only his need for safety in the plant, but also at his home and on the streets and highways.

During the first few months of the year, 454 safety meetings were held for school children by the inspection force. Seventy-one thousand five hundred pupils were instructed concerning the hazards with which they come in contact. In addition, 156 community safety meetings, attended by men, women, and children, were held in conjunction with local safety programs and covered all phases of the safety problem. More than 22,000 people attended the community meetings.

The Accident Prevention Contest was launched January 1 to continue until December 31, 1934. The twelve-month campaign resulted after a conference with representatives of industry to devise methods of meeting the serious accident problems arising out of increased industrial activity and employment.

Men and women in large numbers were returning to work, unfamiliar with their jobs, confronted with increased speed of operation, physically unfit in many cases to perform their work, and burdened with domestic worries and fear of longer idleness. Naturally accidents increased as a result of the abnormal condition of the worker and the increase in exposure hours.

The smaller plants particularly presented a serious problem. They were unable to carry out a safety program on the same scale as a larger plant. These small plants employ the bulk of our workers and produce the largest number of accidents. A higher frequency rate is produced in a small plant if one accident occurs than is produced by a number of accidents in a larger establishment. Hence it was felt a program must be developed which would reach the small firms as well as the large ones.

The contest was designed primarily as a measure to offset the expected increase in accidents due to increase in industrial activity. Rules for the contest were drafted to include all classes and types of establishments in Pennsylvania. The size of the establishment entering the contest, however, was set at a minimum of not less than an average of ten employees for the year working not less than an average of 20,000 man-hours. The large number of establishments employing less than ten people made it impracticable to consider them in the contest due to the clerical work involved and due to the impossibility of securing their enrollment. However, any plant smaller than this could participate in the contest but would not be considered eligible for an award.

The contest is based entirely on man-hour exposure and frequency rate. Each entry is classified in a group of similar establishments and awards are based on the frequency rate of the entire group. There are fifteen group classifications. A firm having a lower frequency rate than that of the group in which it is classed, will be eligible for an award.

The rules governing the contest are as follows:

CONTEST RULES

The contest shall embrace all establishments in Pennsylvania with the following exposure hours:

1. Any manufacturing or industrial firm employing an average of 10 employees for a total of 20,000 or more man-hours exposure per year.
2. Any wholesale or retail establishment employing an average of 50 or more persons for a total of 100,000 or more man-hours exposure per year.



JANUARY



DECEMBER

ACCIDENT PREVENTION CONTEST
Commonwealth of Pennsylvania
Department of Labor and Industry



**"I PLEAD WITH EVERY
INDIVIDUAL CITIZEN TO DO
HIS OR HER PART"**

Buffet Pinchot

3. Any hotel or restaurant employing 50 or more persons for a total of 100,000 or more man-hours exposure for a year.
4. Larger establishments with more than one operating department may enter such a department as a separate unit provided such a separate department has an average of 50 or more employees for a total exposure of 100,000 or more man-hours for a year.
5. Industry shall be classified according to the following groups:
 - Construction and contracting
 - Manufacturing
 - Metals
 - Textiles and clothing
 - Foods and tobacco
 - Clay, glass and stone
 - Lumber—Furniture
 - Chemicals
 - Paper and printing
 - Others
 - Quarrying and non-coal mining
 - State and municipal
 - Trade
 - Hotels and restaurants
 - Miscellaneous
 - Transportation and public utilities
6. Each concern shall be entered in its respective group and awards made on the basis of accident frequency rate in each respective group.
7. There shall be two types of awards—one an Honor Certificate awarded to the plant or unit of a plant making a perfect record and one a Merit Certificate awarded to each plant or unit of a plant having a lower accident frequency rate than the accident frequency rate of the industrial group as a whole.
8. The awards shall be made to the winners as soon as possible after January 1, 1935.
9. The Department of Labor and Industry shall supply enrollment forms, entry and other poster and report forms. All competing firms shall be requested to conduct campaigns within their plants according to their own desires.
10. It shall be a lost-time accident, when an employee is injured to the extent that he or she is unable to return to his or her next shift of work.
11. Each establishment entering the contest shall agree to report to the Department of Labor and Industry on January 1, 1935, or within two weeks thereafter, the number of lost-time accidents they experienced and the number of exposure hours worked during the year.

During October, November and December of 1933, factory inspectors were sent into the field to promote the contest and enroll all eligible establishments in the cause. Wide publicity was given the contest by newspapers, posters, radio, and word of mouth. Industry as usual cooperated wholeheartedly during the promotion of the contest with the result that by the time the contest started, 7,474 establishments were enlisted. Most of these entries are for small plants or units of large plants.

Rules, posters, and other literature were prepared and distributed in large quantities. More than 120,000 posters and 13,000 pamphlets were distributed by the field force. In addition, many posters promoting the contest were prepared by individual plants for their own use.

SAFETY MEETINGS

Safety meetings were promoted and held wherever possible in order to reach the worker as well as the manager in all plants and to explain the functions of the contest. Safety meetings were especially arranged in the smaller plants which were without the assistance of a plant safety organization. During the early months of the contest, 2,291 industrial safety meetings were held at which 95,000

(Continued on Page Fifteen)

THE PROBLEM OF THE STRANDED WORKER

(Continued From Page Seven)

vidual workers. A paragraph in the initial report of the department explains the ultimate purpose of the effort as follows:

"The principles of the rural adjustment program and the methods by which they are developed through surveys, debt conciliation, thrift gardens, and experimental projects are designed to prevent families coming on the relief rolls and to aid those who have been forced on relief rolls in their desire to become self-supporting."

Results through putting into effect remedies suggested by the facts gleaned is the earnest wish of all those in contact with the problem.

The third point for discussion is one very seldom taken into consideration, but nevertheless is an important factor especially in highly industrialized states such as Pennsylvania. During the period from 1921 and continuing through to some extent until 1930, great numbers of skilled and unskilled workers from the rural districts, colored labor from the south, and even Mexican labor were drawn into congested industrial areas. The colored labor problem in overcrowded industrial centers is an acute one in Philadelphia. In this city, ten per cent of the population is colored, but the percentage of colored persons on relief rolls in the city is much higher. This condition is not entirely a stranded worker problem, but the fact remains that these unfortunate people must be taken care of in some way.

ISSUES CONTROVERSIAL

In this presentation of the subject of the stranded worker, controversial issues have been raised. Does the public employment service feel that its responsibility ends with the interviewing of the applicant, the securing of job opportunities, and actual placements, or should it institute and suggest studies that delve into employment trends, surpluses and shortages in various sections, studies of causes, and suggestions of remedies in addition to the placement activities? If the first be true, then the employment office part of the problem is confined to the clearing of workers to where job opportunities are developed.

But this is not the case. Public employment offices in order to render an efficient service and justify their existence must conduct research activities which result in dissemination of information to other groups for the purpose of alleviating conditions as they develop. The offices should not wait until the problem becomes acute before seeking to find a remedy.

Communities, areas, and population groups did not become stranded in a month. The problem has been developing for years, but it took a depression to bring this fact to the attention of public employment officials.

Compulsory registration would bring to light the areas where stranded populations are developing more quickly than any other method. But in order to enforce any compulsory registration law it would be necessary to back such a law with an unemployment insurance statute.

The greatest danger in approaching the problem is the growing practice of depending upon the federal government to solve local problems. Communities and areas involved should take the lead, and they should be assisted in every way possible by the state governments. Federal authorities should be called upon only to render assistance when the problem involved is interstate.

One certain fact has been revealed in attempting to solve the problem: public employment office statistics are all-important, and will continue to increase in importance as the study of the problem is broadened.

INDUSTRIAL TRENDS IN PENNSYLVANIA

By WILLIAM J. MAGUIRE, Director of Accounts and Statistics

THE number of workers employed in Pennsylvania industries declined 2.9 per cent in July as compared with June. Payrolls and employe hours showed losses of 8.1 per cent and 10.3 per cent respectively. With the exception of the decrease in industrial employment in January, 1934, this was the largest decline recorded for any month since March, 1933.

July employment was 7.5 per cent higher than a year ago and payrolls showed an increase of 14.8 per cent over July, 1933.

Average weekly earnings of industrial workers dropped from \$21.24 in June to \$20.45 in July. Average hourly earnings declined from 61.4 cents to 59.4 cents.

Employment in manufacturing industries declined 1.4 per cent in July as compared with June. Payrolls dropped 9.5 per cent and employe hours 12.8 per cent. Increased employment was shown for the following groups: non-ferrous metal, food, lumber, and leather

estimates of the number of totally unemployed persons in each county of the State. Those estimates were based on information reported by a representative group of employers which indicated changes in the volume of industrial employment that have occurred since the Federal Census of Unemployment was taken in April, 1930. The estimates provided the only means of gauging the current trends of unemployment in the absence of house-to-house canvasses or registrations of the unemployed. It is physically impossible for the Department to undertake at very short intervals actual censuses which involve a very complete field survey and the expenditures of large sums for salaries of field agents, audit of schedules, and tabulation of results.

Estimated unemployment totals for the years 1932, 1933, and 1934, by months, are given in the following table:

Month	1932		1933		1934	
	Estimated number totally unemployed	Per cent of working population	Estimated number totally unemployed	Per cent of working population	Estimated number totally unemployed	Per cent of working population
January	1,017,730	27.3	1,309,850	35.2	1,028,563	27.6
February	1,013,642 ¹	27.2	1,321,842	35.5	980,467	26.3
March	1,059,793	28.5	1,379,351	37.1	890,505	23.9
April	1,072,937 ¹	28.8	1,346,549	36.2	906,832	24.4
May	1,144,627	30.7	1,314,835	35.3	873,269	23.5
June	1,191,331 ¹	32.0	1,259,967	33.8	878,479	23.6
July	1,281,562	34.4	1,147,179	30.8	935,649	25.1
August	1,291,167	34.7	1,037,606	27.9		
September	1,234,836	33.2	909,363	24.4		
October	1,138,966	30.6	906,787	24.4		
November	1,152,209	31.0	893,337	24.0		
December	1,160,354	31.2	867,022	23.3		
Average for year	1,146,596	30.8	1,141,143	30.7	927,655 ²	24.9

¹ Corrected. ² Seven months' average.

INDUSTRIAL ACCIDENTS

Reduced industrial activity, as revealed by decreased employment and wage payments in July as compared with June, accounted for the slightly reduced total of industrial accidents reported during July. Fatal accidents, however, increased sharply. Reports of 103 fatal and 7,894 non-fatal accidents were received by the Department in July as compared with 86 fatal and 8,057 non-fatal accidents reported in June, an increase in July of 17, or 19.8 per cent, in fatalities, but a decrease of 163, or 2.0 per cent, in non-fatal injuries.

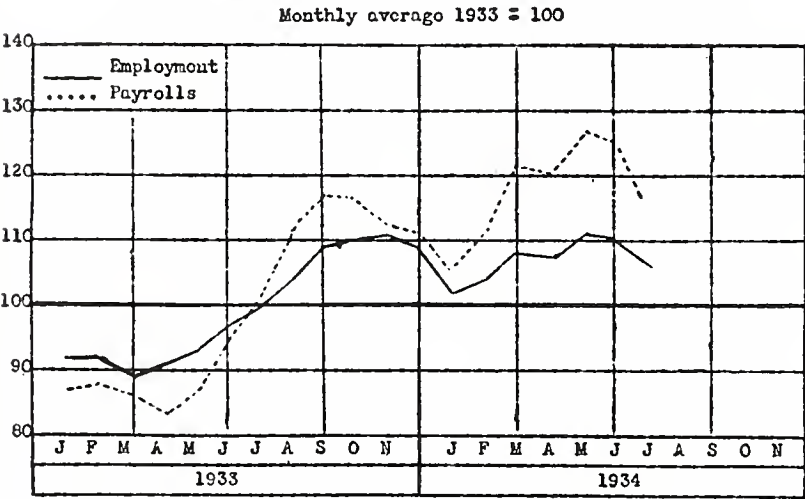
MOTOR VEHICLE ACCIDENTS TO WORKERS

Accidents to Pennsylvania workers from automobiles and trucks have shown a startling increase in recent years. Sixteen workers lost their lives and 385 were injured in motor vehicle accidents during July, bringing the total number of motor vehicle fatalities for the first seven months of 1934 to 92 and the number of non-fatal accidents for the last five months of 1934 equal the average reported for the first seven months of the year, motor vehicle fatalities for 1934 will show a 22.8 per cent increase and non-fatal injuries a 3.7 per cent advance over similar totals for 1933.

ACCIDENTS INCREASE FOR SEVEN MONTHS OF 1934

Largely as a result of increased employment, accidents in industry for the first seven months of 1934 show an 18.5 per cent increase over the total for the corresponding period in 1933. Six hundred ninety-one fatal and 55,126 non-fatal accidents were reported during the first seven months of 1934 as compared with 561 fatal and 46,527

TREND OF EMPLOYMENT AND PAYROLLS IN PENNSYLVANIA INDUSTRIES.



products. Decreased employment was reported for the iron and steel; transportation equipment; textile and clothing; stone, clay and glass; chemical; and paper and printing industries.

Declines of 4.3 per cent in employment, 6.4 per cent in payrolls, and 8.0 per cent in employe hours were reported from non-manufacturing industries for July. The outstanding declines in employment were anthracite coal mining, 6.8 per cent; retail trade, 9.0 per cent; and dyeing and cleaning, 6.7 per cent.

Non-manufacturing employment was 4.7 per cent higher in July, 1934, than in July, 1933, all industries showing employment increases except construction and contracting, and light, heat and power which showed declines of 18.0 per cent and 1.0 per cent respectively.

JOBLESS TOTAL INCREASES

Continuing the upward tendency exhibited by the June figures, unemployment in Pennsylvania mounted again in July. The estimate by the Department based on data compiled as of mid-July, 1934, places the number of totally unemployed in Pennsylvania at 935,649, or 25.1 per cent of the working population enumerated in the last census. This is an increase of 57,170, or 6.5 per cent, over the June figure, and is the highest total recorded since February. As compared with July last year, the estimated number unemployed for July, 1934, shows a decrease of 211,530, or 18.4 per cent.

These monthly estimates by the Department of Labor and Industry of the number unemployed should not be confused with the census of unemployment taken last April under the auspices of the State Emergency Relief Board. For the last two and one-half years, the Department of Labor and Industry has been making monthly

INDEXES OF EMPLOYMENT AND PAYROLLS, AND AVERAGE WEEKLY EARNINGS IN PENNSYLVANIA INDUSTRIES FOR JULY, 1934, PREPARED BY THE DEPARTMENT OF LABOR AND INDUSTRY¹

INDUSTRY	No. of plants reporting	EMPLOYMENT						PAYROLLS						AVERAGE WEEKLY EARNINGS		
		No. of wage earners— week ended July 15, 1934	Index numbers 1923-1925=100				Total weekly payroll— week ended July 15, 1934	Index numbers 1923-1925=100				Week ended				
			July 1934	June 1934	May 1934	July 1933		July 1934	June 1934	May 1934	July 1933	July 15, 1934	June 15, 1934	May 15, 1933		
TOTAL—ALL INDUSTRIES ² -----	8,583	373,025	106.9	110.1	110.9	99.4	\$14,657,582	115.4	125.6	127.3	100.5	\$20.45	\$21.24	\$21.26		
TOTAL—MANUFACTURING INDUSTRIES ² -----	1,931	404,028	111.5	113.1	113.1	100.7	7,289,375	125.5	138.7	141.2	103.9	18.04	19.71	20.03		
TOTAL—NON-MANUFACTURING INDUSTRIES ² -----	6,652	332,997	102.9	107.5	109.0	98.3	7,368,207	105.8	113.0	114.0	97.3	22.77	22.61	22.36		
Anthracite coal mining ³ -----	160	74,497	103.5	111.1	123.2	84.9	1,711,286	75.4	95.0	114.2	89.4	22.97	26.98	29.27		
Bituminous coal mining -----	451	74,771	117.3	119.3	121.6	98.9	1,232,630	146.4	169.1	162.8	102.7	16.49	18.60	17.58		
Quarrying and non-metallic mining -----	147	5,671	134.4	136.2	122.7	123.3	88,505	162.5	187.0	163.0	146.3	15.61	17.78	28.90		
Crude petroleum producing -----	17	973	153.0	140.4	135.7	81.8	21,933	147.3	143.8	146.3	82.1	22.54	23.66	24.74		
Construction and contracting -----	1,129	12,444	95.0	98.0	101.4	115.9	255,606	103.9	105.6	105.6	108.7	20.54	20.11	19.16		
Street railways, bus, and taxi -----	71	16,878	104.4	104.2	104.1	98.7	403,336	99.3	103.1	102.0	94.4	23.90	25.00	24.88		
Motor-freight, docks, and warehouses -----	46	3,094	114.1	118.4	115.6	106.3	44,063	99.8	103.7	110.7	90.1	14.24	14.11	14.14		
Telephone, telegraph, and broadcasting -----	47	19,734	95.1	96.3	95.3	94.5	552,954	100.4	98.9	96.5	92.6	23.02	27.09	27.11		
Light, heat, and power -----	38	20,991	98.3	97.9	97.2	99.3	656,726	112.4	108.2	107.2	97.4	31.29	29.98	29.84		
Retail trade -----	2,499	49,093	100.2	110.1	108.2	90.3	1,001,520	107.7	115.9	112.9	88.0	20.40	20.31	19.92		
Wholesale trade -----	1,066	17,638	104.8	105.2	104.6	98.4	492,675	106.8	106.3	105.2	97.9	27.93	27.35	26.46		
Banking and brokerage -----	581	13,646	101.1	101.4	102.1	99.5	401,044	99.7	100.5	101.2	99.0	29.39	29.86	29.65		
Insurance and real estate -----	158	9,056	101.8	101.6	101.9	100.0	304,340	103.8	104.4	104.2	101.8	33.61	33.47	32.99		
Dyeing and cleaning -----	40	1,771	103.5	110.9	110.3	100.1	32,439	120.2	134.0	139.0	94.6	18.32	19.43	20.07		
Laundries -----	38	2,735	105.4	105.0	101.9	101.4	42,241	112.0	113.9	111.9	96.6	15.44	15.49	15.82		
Hotels -----	164	10,005	115.9	114.1	111.0	99.3	126,909	119.7	123.5	120.5	95.3	12.68	13.34	13.21		

¹ In cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. These data are not complete industrial totals but are based on reports submitted by a representative list of firms in each industry.

² Weighted.

³ Reported by the Anthracite Bureau of Information.

non-fatal accidents reported during the first seven months of 1933, or increases in 1934 of 23.2 per cent in fatalities and 18.5 per cent in non-fatal injuries.

Accident figures for the three main divisions of industry for the first seven months of 1934 as compared with totals for the same period in 1933 are shown in the following table:

Accidents Reported to the Department of Labor and Industry

Industry	Seven months, 1934		Seven months, 1933		Per cent increase in 1934	
	Fatal	Non-fatal	Fatal	Non-fatal	Fatal	Non-fatal
General industrial	319	33,966	271	31,037	+17.7	+ 9.4
Coal mining	302	19,045	231	13,648	+30.7	+39.5
Transportation and public utilities	70	2,115	59	1,842	+18.6	+14.8
Total	691	55,126	561	46,527	+23.2	+18.5

COMPENSATION AWARDED SHOWS INCREASE

A total of 4,796 compensation agreements were approved and awards made during July authorizing compensation payments to injured workers, or to dependents of those fatally injured, to the amount of \$911,235, an increase of \$453,705, or 99.2 per cent, as compared with July, 1933. Included in the compensation total for July was \$34,092 awarded as additional compensation on 636 cases due to the reversal by the Pennsylvania Supreme Court of the Superior Court's decision in the Romig case. Because the Supreme Court reaffirmed the five and one-half day working schedule as the proper basis for figuring compensation payments, injured workers and their dependents in the 1,572 cases reviewed within the last two months will receive additional compensation to the amount of \$78,638, or an increase of approximately \$50 per case.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

AREA	No. of plants reporting	EMPLOYMENT						PAYROLLS						AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended July 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended July 15, 1934	Index numbers 1923-1925=100				Week ended				
			July 1934	June 1934	May 1934	July 1933		July 1934	June 1934	May 1934	July 1933	July 15, 1934	June 15, 1934	May 15, 1934		
Allentown—Lehigh (3 counties) -----	145	31,367	72.0	73.0	73.0	67.0	\$520,665	55.4	62.4	63.0	44.5	\$16.60	\$18.46	\$18.60		
Altoona (2 counties) -----	28	6,172	86.9	85.5	78.9	78.5	139,856	75.8	67.5	62.1	50.3	22.66	20.53	20.53		
Chambersburg (3 counties) -----	13	1,855	79.2	78.1	73.4	53.5	26,618	55.1	54.0	56.0	28.5	14.35	14.25	15.72		
Clearfield (4 counties) -----	35	5,205	76.6	75.5	75.0	60.2	86,515	52.0	57.1	56.8	39.7	16.62	18.30	18.32		
Erie (2 counties) -----	86	11,183	77.7	79.2	79.2	64.6	220,320	56.7	58.2	58.5	42.0	19.70	19.97	20.30		
Harrisburg (3 counties) -----	52	14,170	65.5	65.0	62.8	52.7	237,450	49.9	54.9	53.2	33.4	16.76	18.54	18.62		
Johnstown (3 counties) -----	29	11,441	47.7	50.5	50.1	40.6	170,679	32.6	46.0	52.7	37.0	14.92	19.93	22.99		
Kane—Oil City (5 counties) -----	37	3,894	58.0	59.0	58.2	45.9	69,963	42.1	46.2	45.1	31.9	17.97	19.40	19.25		
Lancaster (1 county) -----	64	10,953	100.0	98.8	96.4	81.3	180,372	76.6	78.6	76.1	50.4	16.47	17.14	17.08		
Lewistown (3 counties) -----	6	2,660	86.1	70.0	61.7	52.4	49,343	65.0	61.5	53.8	35.0	18.55	21.58	21.40		
Philadelphia (5 counties) -----	627	122,900	77.1	77.4	77.6	66.6	2,592,353	61.3	61.3	61.4	48.0	21.09	20.98	21.23		
Pittsburgh (8 counties) -----	311	97,665	79.2	81.5	80.2	68.5	1,634,401	50.6	65.4	65.4	42.3	16.73	21.02	21.36		
Pottsville (2 counties) -----	23	4,144	82.6	85.0	83.7	69.8	76,644	59.5	64.1	62.7	44.0	18.49	19.37	19.33		
Reading—Lebanon (2 counties) -----	123	26,899	77.1	81.2	80.7	54.4	455,015	55.0	64.8	66.1	32.5	16.91	18.95	19.48		
Scranton (5 counties) -----	62	5,580	71.2	70.7	73.8	72.4	95,576	62.7	63.8	67.0	58.3	17.13	18.36	18.32		
Sharon—New Castle (2 counties) -----	34	10,309	54.8	55.5	56.2	52.6	174,820	34.2	43.8	44.0	34.3	16.96	21.48	21.41		
Sunbury (4 counties) -----	28	7,078	71.2	65.0	56.5	67.2	116,179	57.3	48.7	44.4	40.0	16.41	15.32	16.11		
Wilkes-Barre (3 counties) -----	66	14,206	90.2	87.9	87.4	101.2	194,092	67.9	70.8	69.3	64.5	13.66	14.63	14.41		
Williamsport (5 counties) -----	58	6,372	84.2	83.4	82.4	69.0	98,281	50.7	53.4	53.3	38.9	15.42	16.49	16.91		
York—Adams (2 counties) -----	82	10,859	70.2	78.3	78.1	70.0	182,684	66.8	71.0	69.0	58.9	16.82	15.91	15.51		

EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended July 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended July 15, 1934	Index numbers 1923-1925=100				Week ended		
			July 1934	June 1934	May 1934	July 1933		July 1934	June 1934	May 1934	July 1933	July 15, 1934	June 15, 1934	May 15, 1934
ALL MANUFACTURING INDUSTRIES (68) ²	1,931	404,028	76.3	77.3	77.0	68.2	\$7,289,375	55.5	61.3	61.9	45.3	\$18.04	\$19.71	\$20.03
Iron and steel and their products (11)	488	164,968	66.5	68.0	66.5	55.0	2,927,527	47.9	59.4	59.5	38.0	17.75	21.26	21.76
Blast furnaces	14	1,683	59.6	62.2	61.9	60.7	28,912	36.1	41.4	39.5	34.8	17.18	18.86	18.01
Steel works and rolling mills	63	78,197	57.7	60.7	59.3	50.3	1,241,513	41.6	61.5	63.8	38.8	15.88	22.27	23.70
Iron and steel forgings	20	3,337	89.4	86.2	81.6	56.1	67,314	64.8	67.3	63.3	35.5	20.17	21.72	21.63
Structural iron and steel	31	7,482	91.0	84.9	78.6	64.0	138,089	57.2	55.2	52.1	28.6	18.46	19.10	19.41
Heating and plumbing supplies	32	5,962	89.5	90.2	86.4	75.8	113,795	71.4	76.0	72.5	52.8	19.09	20.17	20.05
Stoves and furnaces	15	1,233	52.3	51.6	47.1	40.8	27,224	36.2	35.9	32.2	24.7	22.08	22.43	22.37
Foundries	75	11,615	65.6	67.9	67.9	48.6	206,620	41.0	46.2	43.8	25.3	17.79	19.36	18.34
Machinery and parts	118	14,556	59.8	59.7	58.5	47.3	305,258	50.4	52.0	51.1	36.8	20.97	21.63	21.60
Electrical apparatus	44	30,978	100.7	96.3	94.0	75.4	638,516	78.4	77.2	72.2	44.2	20.61	21.21	20.37
Engines and pumps	12	1,701	53.1	54.9	55.3	41.6	30,294	34.9	36.5	37.0	28.6	17.81	18.01	18.08
Hardware and tools	64	8,224	70.7	76.3	76.8	68.1	129,992	51.1	60.0	62.2	49.9	15.81	17.18	17.75
Non-ferrous metal products (5)	61	7,993	89.4	87.5	90.0	72.1	145,368	71.9	74.2	77.9	59.8	18.39	19.08	19.71
Brass and bronze	27	1,395	61.1	47.5	66.4	53.1	24,238	40.5	34.3	50.3	40.0	17.37	18.97	19.77
Smelting and refining	7	3,310	97.1	97.6	96.2	73.8	68,147	89.1	89.1	87.6	62.2	20.59	20.40	20.34
Stamped, enameled and plated ware	10	1,014	22.4	22.7	16.3	21.6	18,152	10.0	11.3	9.5	11.5	12.97	14.50	17.11
Jewelry and novelties	7	1,206	95.5	92.5	88.9	37.1	23,658	81.2	82.0	80.5	26.1	19.61	20.56	21.00
Other non-ferrous products	10	978	182.3	140.4	133.5	118.2	16,178	106.0	121.6	119.8	105.4	16.54	17.97	17.76
Transportation equipment (5)	77	29,867	62.8	62.9	63.2	49.5	663,476	45.6	45.5	45.3	30.3	22.21	22.48	22.69
Automobiles and motor trucks	3	806	72.8	63.7	65.2	70.3	16,706	27.2	24.3	25.9	27.5	20.73	21.12	22.09
Auto and truck bodies and parts	20	5,411	68.6	65.5	78.7	69.1	125,997	58.6	44.0	58.3	49.8	23.28	18.31	20.20
Locomotives and cars	14	11,985	36.0	32.7	27.0	17.6	248,273	28.6	28.8	22.6	9.3	20.71	22.55	21.87
Railroad repair shops	36	9,477	71.9	73.2	73.2	56.3	227,098	51.5	52.7	51.4	34.5	23.96	23.96	23.38
Shipbuilding	4	2,188	30.5	43.0	41.6	24.3	45,407	25.8	44.2	48.6	19.1	20.75	24.97	23.50
Textiles and clothing (12)	347	78,094	90.9	91.7	93.7	89.9	1,207,036	70.1	72.5	76.6	59.3	15.46	15.76	16.25
Textiles	265	66,255	88.2	90.1	90.2	83.3	1,052,743	68.6	72.0	74.8	57.2	15.89	16.32	16.78
Cotton goods	45	4,617	51.6	58.2	61.3	59.5	77,157	36.1	38.0	42.1	41.9	16.71	15.70	16.56
Woolen and worsted goods	19	4,455	75.8	75.4	73.0	88.1	77,250	68.5	64.3	60.9	71.9	17.34	16.74	16.84
Silk manufactures	90	23,678	92.1	92.0	89.2	104.6	805,500	59.8	63.4	57.6	58.7	12.90	13.71	12.86
Textile dyeing and finishing	24	2,684	88.5	89.0	98.6	79.9	48,895	65.9	60.1	73.7	62.2	18.22	16.41	18.12
Carpets and rugs	14	2,453	46.5	49.8	48.8	52.5	39,920	31.0	36.6	38.1	36.3	16.27	17.73	18.78
Hats	8	3,270	75.5	80.5	77.9	67.4	83,012	77.4	67.1	61.9	56.0	25.38	20.62	19.69
Hosiery	43	19,579	123.6	129.2	131.4	71.6	325,926	104.2	118.8	132.3	53.7	16.65	18.13	19.87
Knit goods, Other	13	3,658	91.4	92.4	89.0	86.6	60,065	94.3	100.6	98.1	70.8	16.42	17.32	17.53
Millinery and lace goods	9	1,881	71.4	61.3	77.4	75.3	35,018	69.0	57.7	76.2	76.7	18.82	18.35	19.22
Clothing	82	11,839	101.4	98.2	107.4	115.7	154,293	77.2	74.7	87.9	69.5	13.08	12.39	13.32
Men's	38	4,766	76.8	59.9	74.6	81.5	74,100	49.0	32.5	41.9	43.1	15.55	13.29	13.77
Women's	22	3,510	126.3	132.5	142.7	119.6	39,989	113.0	136.7	155.6	89.4	11.39	13.36	14.11
Shirts and furnishings	22	3,563	111.4	116.7	119.1	151.2	40,204	95.8	93.7	108.4	100.9	11.28	10.53	11.89
Food products (8)	242	26,633	107.1	103.7	100.8	89.8	521,832	88.9	87.7	83.5	72.0	19.59	19.93	19.55
Bread and bakery products	79	8,111	120.5	115.4	109.5	101.5	172,556	99.9	97.1	92.4	80.0	21.27	21.75	21.63
Confectionery	42	6,388	84.5	88.5	94.5	72.8	93,119	63.8	66.6	71.9	49.6	14.58	14.66	14.78
Ice cream	20	1,443	83.4	84.3	70.1	76.4	35,346	64.8	67.6	57.8	59.3	24.49	25.29	25.94
Slaughtering and meat packing	24	3,609	103.1	92.3	92.8	88.4	79,172	79.4	71.3	70.6	62.8	21.94	22.31	22.00
Butter and creamery products	4	108	136.1	133.6	113.9	120.1	2,008	88.8	89.5	79.5	83.2	18.59	18.98	19.89
Beverages	36	2,690	120.9	118.4	109.7	97.7	77,832	130.2	130.0	116.8	106.1	23.93	23.56	23.04
Flour	6	166	92.9	90.3	88.7	88.2	8,331	68.3	68.8	67.0	64.8	20.07	20.70	20.55
Canning and preserving	31	4,118	118.0	106.4	110.8	83.5	53,468	74.1	72.1	74.7	50.7	14.20	14.47	14.32
Stone, clay and glass products (6)	174	24,480	73.3	76.7	74.8	69.9	408,862	86.8	40.2	39.3	33.5	16.50	17.31	17.09
Brick, tile and terra cotta	75	3,470	58.4	60.9	55.8	66.0	47,470	27.2	30.2	30.3	30.2	13.66	14.61	15.97
Pottery	11	1,415	67.3	74.3	84.0	79.7	20,764	50.0	60.5	64.7	53.3	14.67	16.41	15.48
Cement	21	5,225	66.0	65.4	58.8	68.2	94,078	33.8	35.9	29.1	27.7	18.00	19.23	17.43
Glass	43	12,634	90.5	96.7	97.4	75.6	209,636	41.9	47.0	48.0	35.7	16.72	17.47	17.53
Marble, granite and slate	18	487	55.1	56.3	51.7	51.6	6,208	24.1	30.8	28.7	23.8	12.75	15.91	15.42
Asbestos and magnesite	6	1,343	103.2	112.0	113.5	94.7	25,706	73.8	71.4	71.3	61.7	19.14	17.09	16.83
Lumber products (3)	90	5,718	46.7	44.6	43.7	40.5	83,891	31.5	31.0	28.8	23.5	14.67	15.25	14.96
Lumber and planing mills	45	1,704	27.4	27.4	28.2	25.3	20,173	18.1	20.4	19.8	15.8	11.84	14.26	16.14
Furniture	38	3,442	62.4	57.3	53.9	49.1								

REHABILITATION IN PENNSYLVANIA

From the Report to the Federal Government for the Year Ending June 30, 1934, by Mark Walter,
Director of Rehabilitation.

AN INCREASE of 100 per cent in the number of handicapped persons rehabilitated is shown by the report of the bureau of rehabilitation for the federal fiscal year ending June 30, 1934.

The report, submitted to the Federal Board for Vocational Education, as required by law, reveals 421 persons rehabilitated, as compared with 208 for the previous year. The use of FERA funds enabled the bureau to increase its staff, procure more appliances, and expand its training program, thus counteracting the limitations placed on the bureau's normal activity by the depression.

During the emergency program, 18 agents and 17 clerical assistants were added to the staff. In a period of four months, 4,500 physically handicapped persons were referred to the bureau for its service by the State Emergency Relief Board. Many of the persons referred proved to be ineligible for service, but 1,157 individuals were registered. Of this number, 47 were rehabilitated, and 495 were placed in temporary employment. This meant that more than 49 per cent of the persons registered were placed in permanent jobs suitable to their disabilities.

Fifty-nine others were enrolled for special training in 36 occupational fields, including commerce, industry, and agriculture. Artificial appliances were supplied to 109 disabled persons.

The training program for the year, under the supervision of the division of vocational guidance and training, included four types: professional, trade, employment, and correspondence school courses.

To promote the efficiency of this division, vocational guidance advisory councils were established in four districts during the year, and plans were started for the establishment of two more councils. The purpose of these committees is to advise in the solution of problems presented in current rehabilitation cases as they relate to vocational guidance, training, physical restoration, placement case work precedures, and technique related to the program. The committees are composed of a representative of employers, labor, vocational education, and the field of social work.

ECONOMICAL TRAINING PROGRAM

In its training program, the division sought to select the type for each individual which would prepare the registrant for employment in the shortest possible time, and at the most economical cost consistent with the preparation. Every effort was made to provide training for those in the younger group.

One hundred and ninety-six new clients entered training during the year compared with 122 the previous year. A total of 310 received training, which is an increase of 53 over the preceding year.

Problems in training of clients in the field of commercial education were discussed at a conference of private commercial school principals in Pennsylvania. It is hoped, as a result of this conference, to arrive at a common ground concerning the types of courses suitable to the disabled, their content, and other matters pertaining to training in these fields.

As far as possible, the bureau used the facilities offered by State-aided institutions in the field of trade training. Twenty persons trained in these and private trade schools now are employed.

It was found that the bureau was able to be of service to the registrants in the field of correspondence or extension courses. In each of the three cases rehabilitated through this method increased earning power resulted.

Seventeen persons were rehabilitated through training on the job known as employment training.

Investigations by the bureau resulted in 25 persons being assisted in their rehabilitation by receiving in a lump

sum compensation payments due them. Ten requested the money to enable them to purchase farms, five to operate stores, two to enter the trucking business, and two to purchase appliances.

Job placement, in many instances, is the only service given. Sometimes an adjustment of the present job is required, while in other cases contact with the employer makes the rehabilitation possible. The major service in 69 per cent of the cases was placement.

That physical restoration was an important part of the work was shown in the report. Artificial appliances were purchased for 213 persons, who in the judgment of the bureau would thus be aided materially in their job objective. This number is nearly triple that of the year previous when but 81 appliances were obtained.

The number registered in the division of vocational guidance and training increased from 2,873 on July 1, 1933, to 3,980 on June 30, 1934. In addition there were 2,534 cases pending investigation in the district offices. These had not been referred to the central office. Eleven hundred and four cases also were closed without rehabilitation, due to changes of addresses without notifying bureau, self efforts, non-eligibility and other reasons.

The job placement division was extended during the year. Agents, whose specific duty it is to place handicapped persons in work, were added to the staffs in the offices in Philadelphia, Pittsburgh, Altoona, Wilkes-Barre, and DuBois. Rehabilitation agents carried on the placement work in the Harrisburg and Pottsville districts. This division is under the joint supervision of the bureaus of employment and rehabilitation in the Department of Labor and Industry, as provided in the Wagner-Peyser Employment Act.

COOPERATION OF BUREAUS

Explaining the advantages of this cooperative effort, the report said:

"Every effort is made to acquaint the State employment office with the number and types of applicants registered with the division of vocational guidance, and the division of placement, in order that the clients may be given consideration by the employment offices for specific opportunities listed with them by employing interests.

"On the other hand, the ability of the State employment office to meet a community's employment needs is stressed by the rehabilitation personnel in its own field activities. Each bureau daily refers to the other, those applicants who come within the proper scope of its service. Marked economies, both in money and administration, were effected by bringing the field offices of both bureaus, so far as feasible, in the same living quarters."

This coordination of efforts resulted in jobs being obtained for 5,196 persons. Of this number 1,015 were clients of the bureau of rehabilitation, of which 32 were included in the 421 rehabilitated persons previously mentioned, and the other 983 found temporary employment. In addition, 296 persons ineligible for the service of the bureau were placed in jobs. The remainder of the 5,196 persons placed, 3,885 who were also ineligible for the service of the bureau, found employment directly through the State employment offices.

Cooperative relationships with all State-aided hospitals is expected shortly as the result of negotiations started with the State Department of Welfare. In this way, disabled persons who register with these institutions will be referred by the bureau through the same procedure followed in compensation cases.

While the bureau's activities have included other phases not mentioned here, all of them have been discussed in previous issues of *Labor and Industry*.

COMPARATIVE FIGURES ON DEPARTMENTAL WORK

Bureau	1934				1933
	April	May	June	Total second quarter	Total second quarter
INSPECTION					
Field Inspection Division					
General inspection and visits	6,671	7,114	7,022	20,807	24,345
Volunteer inspections and visits	334	316	118	768	-----
Women and Children inspections and visits	71	40	37	148	876*
Orders issued to comply with State law	882	866	960	2,708	3,183
Prosecutions authorized	26	20	24	70	246
Prosecutions closed	24	21	2	47	-----
Fines imposed	\$720	\$590	\$185	\$1,495	\$4,896
Boiler Inspection Division:					
Inspections and visits	940	865	770	2,475	2,640
Boilers inspected	591	626	504	1,721	1,704
Repair orders issued	441	370	314	1,125	-----
Orders complied with	263	210	202	675	-----
Operating certificates issued	1,409	1,534	1,581	4,524	-----
Fees for operating certificates	\$3,718.45	\$3,723.80	\$3,626.05	\$11,068.30	\$10,348.48
Elevator Inspection Division:					
Inspections and visits	1,042	1,059	920	3,021	1,614
Elevators inspected	475	546	481	1,502	1,761
Orders issued to comply with State law	145	129	252	526	-----
Operation certificates issued for operating elevators	923	794	816	2,533	-----
Plans approved	9	14	9	32	-----
Fees for elevator certificates	\$2,443.06	\$1,916.46	\$2,276	\$6,635.52	\$6,154.98
Mines and Quarries Inspection Division:					
Inspections and visits	427	418	431	1,276	1,155
Orders issued to comply with State law	126	137	89	352	317
Orders complied with	128	66	63	257	-----
Building Inspection Division:					
Special inspections	4	2	4	10	104§
Plans examined	174	183	223	580	591
Plans approved	152	158	192	502	360
Office interviews	131	111	145	387	511
Motion picture projectionists' licenses issued	228	102	74	404	479
Fees for approval of plans	\$537	\$543	\$690	\$1,770	-----
Fees for licensing projectionists	\$263	\$262	\$217	\$742	-----
Accident Prevention Service:					
Accident reports reviewed	5,121	5,396	5,783	16,300	11,884
Accident reports sent out for investigation	461	383	378	1,222	1,130
Accidents investigated and reviewed	356	401	368	1,125	-----
Total reports handled	5,938	6,180	6,529	18,647	-----
Bedding and Upholstery Inspection Division:					
Inspections and visits	1,026	1,101	935	3,062	3,546
Orders issued to comply with State law	68	87	98	253	145
Orders complied with	107	96	51	253	-----
Violations found	2,345	2,377	2,223	6,945	-----
Prosecutions authorized	17	6	8	31	-----
Prosecutions closed	13	12	2	27	-----
Fines collected	\$155	\$100	\$50	\$305	\$50
Cash received from sale of revenue stamps	\$4,590	\$4,090	\$2,660	\$11,340	\$13,240
State Owned Building Inspection Division:					
Inspections and visits	14	10	18	42	-----
Orders issued to comply with State law	46	98	0	144	-----
Orders complied with	8	6	0	14	-----
Final plan approvals	2	11	3	16	-----
Conferences in offices	12	29	30	71	-----
Preliminary plans examined	6	8	8	22	-----
INDUSTRIAL STANDARDS					
Investigation of petitions for exemption from State regulations:					
Investigations completed	89	37	48	124	23
Investigations incomplete	21	16	19	56	35
Investigations on safety devices	22	5	13	40	21
Safety regulations revised	1	0	0	1	15
New Safety regulations	15	0	0	15	0
INDUSTRIAL BOARD					
Petitions for exemptions from State regulations considered	46	52	67	165	98
Meetings held	1	1	3	5	2
Safety devices approved	13	5	18	31	18
Approval of safety devices withdrawn	1	0	0	1	3
New regulations approved	0	0	0	0	5
Amendments to regulations	1	0	6	7	2
WOMEN AND CHILDREN					
Special investigations	195	210	224	629	768
Minor's accidents	2	4	5	11	12
Industrial board petitions	3	7	2	12	14
Miscellaneous	10	18	24	52	545
NRA handicapped exemptions	21	130	156	307	-----
NRA home-work exemptions	-----	-----	35	35	-----
NRA compliance	85	97	30	212	-----
Home-work investigations	60	75	39	174	1,402†
EMPLOYMENT					
Applicants for work interviewed	53,741	45,527	37,691	136,959	39,062
Placements made	37,903	30,457	22,623	90,998	16,834
Inspections of licensed private employment agencies	250	291	301	842	1,150
Fees collected for licensing private agencies	\$800	\$1,000	\$100	\$1,900	\$1,400
REHABILITATION					
Visits to applicants, employers, schools, and other cooperating agencies	2,276	2,116	2,517	6,909	3,299
Investigations of requests for vocational training	8	3	1	12	26
Investigations of requests for purchase of artificial appliances	5	13	10	28	32
Investigations of Workmen's Compensation lump sum settlement	5	6	10	21	10
Placements in employment	75	25	76	176	63
Number of persons newly registered	172	238	84	647	283
Total persons registered at end of month	4,216	3,342	3,204	-----	-----
Students placed in training	6	10	19	35	26
Total students in training at end of month	147	143	118	-----	-----
Artificial appliances bought	19	20	7	46	26
WORKMEN'S COMPENSATION (Board)					
Opinions and orders:					
Referee affirmed	101	70	44	215	326
Referee reversed	8	12	3	23	36
Rehearings granted	26	20	18	64	145
Records returned to court	2	1	2	5	4
Cases withdrawn	10	7	12	29	23
Amended award	0	0	0	0	0
Total	147	110	79	336	535

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PENNSYLVANIA'S SAFETY CONTEST

(Continued From Page Nine)

workers heard about the contest and safety in general. Meetings ranged from an attendance of a very few people in a small plant to hundreds in the larger ones.

In all of the meetings and in all contacts with managers, efficient safety organization was presented as the most effective medium in accident reduction and prevention. In many of the larger plants, safety organizations had been cut in personnel and function so that they were but skeleton forces with little or no activity. A great many plants discontinued their safety departments entirely while still smaller plants never had developed organizations. This situation presented a problem which had to be solved to make the contest a success.

As a first step in promoting better safety organization, a pamphlet entitled "Recommendations for the Development of a Safety Program" was issued by a joint committee from the department and from industry. The recommendations in this pamphlet can be carried out in any plant employing any number of employees, but was designed especially for the smaller plant unable to finance a safety department or too small to need an all time safety engineer.

(Continued on Page Sixteen)

COMPARATIVE FIGURES

(Continued From Page Fourteen)

Bureau	1934				1933
	April	May	June	Total second quarter	Total second quarter
Petitions for lump sum compensation settlements received ..	56	34	40	130	152
Acted upon ..	16	30	20	66	189
Other petitions acted upon, including appointments of persons to receive compensation of minor children ..	60	71	39	170	130
Miscellaneous petitions ..	18	4	10	32	76
Counsel fees allowed ..	1	5	12	18	19
Grand Total ..	244	221	162	627 quarter	950 quarter
(Referees)					
Cases on hand at beginning of month ..	3,942	4,013	3,950		
New cases assigned ..	773	780	1,062	2,615	2,782
Cases disposed of ..	672	768	846	2,286	2,491
Cases reassigned ..	30	75	357	462	74
Cases on hand at end of month ..	4,013	3,950	3,809		
(Bureau)					
Accident reports filed ..	7,727	7,087	8,143	23,557	18,856
Accident reports and agreements coded and punched ..	11,876	12,007	12,654	36,537	29,712
Compensation agreements and awards examined, approved and filed ..	4,149	4,320	4,511	12,980	10,856
Petitions in contested cases received, docketed, and referred to referees ..	687	650	631	2,000	2,487
Referees' decisions mailed to parties at interest ..	603	652	663	1,918	2,176
Applications and financial statements of employers requesting exemption from compulsory insurance received and passed upon ..	489	345	439	1,273	1,304
Reports of failure of employers to insure or secure exemption investigated ..	38	31	54	123	
Prosecution for violation of this requirement of the law ..	1	1	1	3	
Cases completed by adjusting division ..	184	189	189	562	898
MEDIATION					
Number of mediation visits † ..	202	245	261	708	795

* Change in procedure of reporting inspections, now listed as general inspections.

† Decrease due to cut in personnel.

‡ Change in conditions, decreasing need of these investigations and increasing number of special investigations.

† Represents about 80 per cent of mediators' time, remainder of time devoted to other governmental work.

MEDIATION IN 1934

By CLARENCE J. MOSER, Director of Mediation

INDUSTRIAL unrest in the past eight months was on the wane in Pennsylvania, strike records of the Bureau of Mediation showed. Even the textile strike, the report of which will be included in the figures for the ninth month, probably will not bring the total number of workers affected by strikes in Pennsylvania to a figure comparable to that of last year.

The records disclosed that during the first eight months of 1934 there were 238 strikes, controversies, and lock-outs involving 120,288 workers. The monthly average for this year is 15,036 employees affected by 30 disputes.

Last year's record presents a very different picture when 370,384 workers were involved in 629 disputes. Brought down to a monthly average the figures are: workers involved, 30,866; number of disputes, 52.

That labor relations this year are more harmonious than last, especially during the last six months in 1933, is shown even more forcibly by the bureau's statistics. In the period from July 1 to December 31, 1933, the peak of strikes was reached in Pennsylvania, when 316,630 workers were involved in 478 labor disputes.

These figures for the last half of 1933 contrast sharply with those for the first six months of this year when the totals were reduced to 203 disputes involving 95,416 employees.

While it is significant that in the six-month period of 1933 when labor unrest had reached a new high point in recent history, that the bureau was inoperative due to legislative act, a look into the percentage of disputes closed through mediation is even more momentous.

Records in the bureau reveal that slightly more than half of the disputes reported in 1933 were settled through mediation, while in the first eight months of this year, mediation efforts reached 75 per cent.

Since reestablishment of the bureau early this year, close cooperation with the conciliation service of the United States Department of Labor has been maintained. Reports of strikes and controversies in Pennsylvania are transmitted to the federal service, which whenever possible sends conciliators into the State.

The limited staff of the federal service has made it impossible in many cases to send representatives into Pennsylvania with the result that many of the problems are handled by the state bureau personnel alone.

CLOSE TO SITUATION

The state service also has proved its value in the settling of disputes due to the fact that at all times its mediators are close to situations as they develop.

A clear-cut example of the value of being close to a situation occurred recently when mediation efforts resulted in saving an industry and 200 jobs for a city of less than 10,000 population. The controversy resulted in the factory being closed over the question of union recognition and the method of dues collection. An impasse in the negotiations between the management and the workers was reached and the company started to move its machinery out of the factory. The mediator stepped into the picture and was able to reconcile differences with the result that the moved machinery was replaced in the factory and a written agreement was reached between the firm and the employees on the matters in dispute.

In addition to mediating disputes as they arose in Pennsylvania industry, the bureau has attempted to collect unpaid wages for employees. While a law specifically authorizing the mediators to perform this service is lacking, efforts have been made to be of assistance.

The disputes and the number of workers involved each month in 1934 follow: January, 37, 13,998; February, 16, 18,376; March, 20, 19,804; April, 43, 19,914; May, 53, 16,169; June, 34, 7,155; July, 35, 14,641; August, 30, 10,231.

PENNSYLVANIA'S SAFETY CONTEST

(Continued From Page Fifteen)

Throughout the promotion of this contest, establishments which had a safety department were urged to conduct inner plant contests in conformity with the rules of the state-wide contest and to increase their safety educational activity. Plants which had permitted their safety organization to become disorganized or inactive were requested to revive their safety committees, rehire their safety engineer, and sponsor a plant educational program. Plants too small to warrant employment of safety engineers but large enough to have committee organizations were urged to appoint some one employee to be responsible for the function of a committee composed of superintendents, foremen, and workmen. Other small plants were urged to make one employee responsible for plant inspection and for the keeping of safety records. In this method, safety activity was stimulated throughout the state.

It is expected that industry will continue its support of the contest by reporting on special report forms to the Department of Labor and Industry as soon as possible after January 1, 1935, in order to facilitate the awarding of the certificates. It will be necessary for every entry to report the total number of fatal and lost time accidents which occurred during the year together with the total man-hours worked and the type of product manufactured. It is also desired that the average number of employees be reported.

Honor and Merit Certificates of award will be presented to all those establishments making eligible records as defined in the rules for the contest as soon as possible after January 1, 1935.

COTTON GARMENT WORKERS IN PENNSYLVANIA

(Continued From Page Six)

The gains for the minority group of higher paid employees have been small. Relatively few workers received materially more than the 32½ cent minimum hourly wage.

Part-time work was the rule in a period of average business activity, with nearly three-fourths of the employees recorded as working less than 40 hours a week. Two-thirds of all employees received less than \$13 a week, the minimum wage for full-time work.

The study, which was made before the machinery for enforcing compliance was in full working order but after the industry had had time to adjust itself to NRA regulation, showed failure on the part of most employers to comply fully with code provisions. Three-fourths of the plants had wage violations involving 1,070 workers—12 per cent of the employees in the plants studied. "Learners" were found in two cases out of three to be not learners but experienced workers according to the code definition. At least half of the "handicapped" workers were not genuinely handicapped in the performance of their duties.

With all the administrative weaknesses involved in the regulation of wages by the NRA the minimum wage principle has demonstrated its validity. Its achievements force upon the community the importance of improving upon its administration and of recognizing that a single minimum wage for all employees in the industry does not greatly benefit the higher paid worker. His gains must come through collective bargaining and through the establishment of minimum wage rates graduated by skill of occupation.

STATE WORKMEN'S INSURANCE FUND

Financial Statement as of December 31, 1933

ADMITTED ASSETS:

Bonds (Market Value)	\$7,853,577.00
97.8% of these bonds are issues of the Government, States and Subdivisions of States.	
Mortgages (Appraised)	879,050.00
Cash in Banks	473,164.59
Premiums in Course of Collection No premium due longer than 90 days are included in Admitted Assets.	768,095.90
Premiums in Course of Collection from various Departments of Commonwealth	260,221.20
Interest Accrued	99,346.93
On Bonds, Mortgages, and Bank Balances.	
Total Admitted Assets	\$10,333,455.62

LIABILITIES:

Reserves for Compensation Benefits Determined to be sufficient for all future payments of compensation and medical benefits to workmen injured prior to January 1, 1934, and their dependents. (In this Reserve is included the sum of \$250,000.00, determined to be sufficient to cover all claims arising by reason of the Pennsylvania Supreme Court decision in the Romig case, in which, it was held, that all compensation benefits be computed on a basis of 5½ days a week.)	\$6,171,489.52
Unearned Premiums	1,696,554.93
On compensation policies in force December 31, 1933.	
Reserve for Future Cost of	492,148.95
Administering the Compensation Law determined to be sufficient to cover future costs of administering the Compensation Law and the expenses of unpaid claims.	
Expenses Due and Accrued	8,228.22
Represents miscellaneous accounts unpaid December 31, 1933.	
Catastrophe Reserve	1,000,000.00
(Coal and Commercial).	
Surplus	965,034.00
Total Liabilities and Surplus	\$10,333,455.62



PENNSYLVANIA LABOR AND INDUSTRY

Vol. XXI, No. 4

HARRISBURG, PA.

November, 1934

WORKMEN'S COMPENSATION SUPPLEMENT

THE three studies of the Pennsylvania Workmen's Compensation System, contained in this supplement, represent a complete and comprehensive survey of the problem. Together they furnish an accurate picture of how little can be done under the present state laws and plainly indicate what is needed to raise the standards of both the Pennsylvania laws and the compensation system they set up.

The plan by which the Commonwealth of Pennsylvania provides compensation for employes injured and killed while at work had functioned for more than 17 years before an attempt such as this was made to analyze its strength and its weaknesses. Particularly during the last few years the Pennsylvania Compensation Laws have been the subject of widespread debate and criticism. These discussions, however, were based largely upon limited experiences or studies of an almost purely local nature.

The first real effort to analyze the State Compensation Laws was made by the Governor's Committee on Workmen's Compensation in 1933.* Through hearings held in Philadelphia, Pittsburgh, Scranton and Harrisburg and through briefs and complaints otherwise brought to its attention, the Committee obtained extensive testimony from insurers, employers and employes regarding the operation of the compensation system. A digest of this testimony, together with the Committee's recommendations of legal and administrative changes necessary to bolster the law, constitutes an important part of this supplement.

Valuable additional data have been supplied through two other surveys which have continued since the Governor's Committee held its final hearings. These were started under the supervision of the Governor's Committee and were completed under the direction of the Advisory Committee on Workmen's Compensation. The Advisory Committee was organized in December, 1933,** and was not subject to the limitation of time which confronted the Governor's Committee because the latter group sought to complete at least a preliminary report in time to make it available for consideration of the 1933 Special Session of

the Legislature. The Advisory Committee was able to utilize the experience and findings of the Governor's Committee and profit from the aid which that Committee gave in providing much of the preliminary ground work for the preparation and testing of questionnaires.

Through the work of research assistants who devoted the entire summers of 1933 and 1934 to the task, there became available two studies which, for completeness of coverage, have not been approached by any previous compensation surveys. Working with the Governor's Committee and later with the Advisory Committee, Mr. Howard M. Teaf completed a detailed analysis of self-insurance and the changes in law and administration needed to make the Pennsylvania system efficient in its supervision of employers who underwrite their own compensation insurance. In the same way Mr. J. Perry Horlacher, eventually aided by CWA and LWD work relief projects, was enabled to finish what is probably the most extensive analysis of compensation procedure made recently in this country. In addition, the Advisory Committee sponsored and supervised a graphic analysis of Workmen's Compensation Laws made by a group of unemployed architects whose charts also are included in this supplement.

The availability of as many as 125 workers throughout the State, paid through the Civil Works Administration of the Federal Government, made it possible to interview claimants and other persons involved in more than 7,000 workmen's compensation cases and to prepare reports on these interviews. This study follows the compensation trail from the injured or killed worker back to the accident for which compensation should be paid and points clearly to weaknesses of law and administration which obstruct progress to the objectives the law is intended to reach.

From the material included in the report of the Governor's Committee, the study of self-insurers, the analysis of 7,000 actual compensation cases and the graphic portrayal of the Pennsylvania compensation problems through the sociographic charts a solid foundation for legislative action is laid.

STEPHEN B. SWEENEY,

*Workmen's Compensation Executive Assistant
to the Secretary of Labor and Industry
and Director of Workmen's Compensation.*

* Members of the Governor's Committee: Dr. C. A. Kulp, Chairman, Honorable Arthur O. Dale, Roger J. Dever, Esq., Dr. L. K. Ferguson, Shippen Lewis, Esq., and Honorable Harry B. Scott.

** Members of the Advisory Committee: Dr. Stephen B. Sweeney, Chairman, Dr. C. A. Kulp, Roger J. Dever, Esq., Dr. L. K. Ferguson, Shippen Lewis, Esq., Dr. Walter S. Donaldson, Harold S. Hampson, Esq., Dr. Gladys L. Palmer and Earl White.

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QUARTERLY BULLETIN

DEPARTMENT OF LABOR AND INDUSTRY

Published by the Department of Labor and Industry, South Office Building, Harrisburg, Pa.

CHARLOTTE E. CARR *Secretary of Labor and Industry*

MARION L. DEITZ *Editor*

Advisory Board—BEATRICE MCCONNELL, WILLIAM J. MAGUIRE, STEPHEN B. SWEENEY, A. W. MOTLEY

Vol. XXI, No. 4

November, 1934

All material is released to the press upon receipt

Governor's Committee on Workmen's Compensation

Appointed by Governor Pinchot to Study the Legal and Practical Aspects of Workmen's Compensation and Insurance

October 8, 1934.

The Hon. Gifford Pinchot,
Governor of Pennsylvania,
Harrisburg, Pa.

Dear Governor Pinchot:

We, the undersigned members, submit our report on the matters referred to your "Committee to investigate Workmen's Compensation and Insurance." Our recommendations are summarized in the first six pages.

Judge Dale refuses his signature although the only change of any consequence from the preliminary report to you of November, 1933, signed unanimously by the Committee, is made to take account of an administrative change in the Department of Labor and Industry during the past summer. In a letter to the Chairman Judge Dale says that he is sending his "own report to the Governor at the same time" as the enclosed. Mr. Dever agreed on September 20, 1934 to join with the signers of this report and we understand that he is still in sympathy with it. Doubtless he will communicate with you directly. Senator Scott, doubtless because of campaign activities, has taken no active part in the Committee's work since the filing of our preliminary report. The Chairman has been unable to get any word from him in regard to a draft of this report sent him early in July of this year, or to the final draft sent September 28.

Our report is confined principally to consideration of administrative improvements in the compensation system and to the strengthening of the security of the worker. We wish to emphasize, however, that omission of recommendations on money benefits is distinctly not to be taken as approval of the present scales. They are far below the level of those of our industrial neighbors. Pennsylvania should raise these benefits at least as high as those of New York, Ohio and Massachusetts. In view of the recent report of your Committee on that subject we have likewise made no reference to occupational disease.

In making its investigations your Committee has had the wholehearted cooperation of the Workmen's Compensation Board, the Workmen's Compensation Bureau and the entire Department of Labor and Industry. We hope sincerely, particularly in view of the declared program of both major political parties, that it will be possible to make effective at the next session of the Legislature those of our recommendations that require amendment to the compensation law. Fortunately several of the most important changes suggested do not require legislative action. Throughout the report we have indicated which improvements need not wait on changes in the law but can be achieved at once by executive order.

Very sincerely yours,

SHIPPEN LEWIS,
L. K. FERGUSON,
C. A. KULP, *Chairman*.

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SUMMARY OF COMMITTEE'S RECOMMENDATIONS

The Committee recommends these LEGAL AND ADMINISTRATIVE changes:

I. LEGAL AND PROCEDURAL RECOMMENDATIONS

1. Personnel

By amendment to the law:

That all persons administering the compensation system should have long tenure and should be removed for cause only.

By administrative order:

That each referee should be supplied with 2 stenographers qualified to report testimony and with one stenographer-clerk; and that no persons should take testimony before referees or the Workmen's Compensation Board unless they are qualified as reporting stenographers.

That referees should be chosen only from persons who can demonstrate a thorough knowledge of the compensation act, the body of decisions interpreting it and compensation procedure.

That referees be instructed to conduct hearings so that they can announce decisions immediately at their close in the greatest possible number of cases.

2. *Delay*

By amendment to the law:

That insurance companies and self-insurers should be required to file promptly a standard voucher-receipt for each compensation payment, and that these payments should be made regularly and at the same intervals as the injured has received wage-payments.

By administrative order:

That insurance companies and self-insurers should be compelled (through rules of the Workmen's Compensation Board) to pay all compensation to the claimant directly and not through an attorney or the employer.

3. *Administrative Expense*

By amendment to the law:

That, if the Legislature will not appropriate enough money for first-class administration, the entire expense of such administration should be assessed against the insurance companies and the self-insurers as in New York.

4. *Centralized Control*

By amendment to the law:

That the Executive Assistant to the Secretary of Labor and Industry in charge of workmen's compensation should also be appointed a Deputy Secretary of Labor and Industry. He should have power to supervise the work of the referees, to make his supervision effective by procuring orders from the Board, and to require and to submit to the Governor, through the Secretary of Labor and Industry, reports on the work of the referees.

That the members of the Workmen's Compensation Board should meet with the referees at least four times a year, and that a monthly bulletin should inform the referees of important decisions and instruct them as to law and procedure.

5. *Termination, Modification and Review Petitions*

By amendment to the law:

That an insurance company or self-insurer should not be permitted to stop payments on filing a termination, modification or review petition, unless the petition is accompanied by a detailed affidavit signed by a registered physician who has examined the claimant within 7 days before the petition is filed and who swears that in his opinion the claimant's physical condition justified the filing of the petition.

6. *Separate Compensation for Healing Period*

By amendment to the law:

That compensation for scheduled disabilities and for all other permanent partial disabilities, and for disfigurement, should be in addition to compensation for any other disability except permanent provided that the total compensation shall not exceed 500 weeks or \$6,500.

7. *Limitations*

By amendment to the law:

That the following provision of Section 413 of the Workmen's Compensation Act should be repealed:

That, except in the case of eye injuries, an agreement or an award can only be reviewed, modified, or reinstated during the time such agreement or award has to run, if for a definite period.

That, except in the case of eye injuries, no agreement or award shall be reviewed, or modified, or reinstated, unless a petition is filed with the Board within one year after the date of the last payment of compensation with or without an agreement.

That the following should take the place of the part to be repealed:

"*Provided*, however, that no claim shall be reopened more than 500 weeks after the beginning of disability."

That the time for filing claim petitions shall be increased to 2 years.

8. *Mining Rules*

By amendment to the law:

That the violation of a safety statute or rule should not prevent the injured man from receiving compensation.

9. *Attorney's Fees*

By amendment to the law:

That in every contested case (except where the Commonwealth provides free legal service) a moderate fee to the claimant's attorney should be allowed by the referee according to standard instructions prepared by the Workmen's Compensation Board, and subject to review by the Board.

II. MEDICAL RECOMMENDATIONS

1. *Medical Benefits*

By amendment to the law:

That the medical benefits of the compensation act should be extended to provide for treatment during the first 6 months after the date of the injury, and that the \$100 limitation on medical benefits should be removed.

That where the employer or carrier provides medical treatment at a distance from the injured workman's home, he should be required to provide transportation or to pay the cost of transportation to the place of treatment.

2. *Dating of Medical Benefits*

By amendment to the law:

That medical benefits should begin with the date of the *accidental injury* rather than with the date of the disability. An injured workman should be assured medical treatment for accidental injuries which arise in the course of employment whether or not he is able to continue with his work despite his injury.

3. *Physicians' and Hospital Fees*

By amendment to the law:

That hospitals, physicians and others rendering medical services as provided in the compensation act should be made parties in interest, and that no medical or hospital fees should be greater than those established in a standard table to be agreed on by the State Medical Society and the Hospital Association of Pennsylvania, as approved by the Workmen's Compensation Board. If medical or hospital fees are contested, the Board should fix a reasonable fee.

4. *Choice of Physician*

By amendment to the law:

That the injured workman at his request should be permitted to consult a physician of his own choice at any time during his disability, the cost to be assessed against the employer or his carrier and not to exceed a total of \$5.

5. *Impartial Medical Testimony*

By amendment to the law:

That impartial medical opinion be provided by reg-

istered physicians approved by the Board and that the cost of this service should be provided: (1) by an appropriation of the Legislature, earmarked for the purpose, or (2) by assessing it against employers or insurance companies, or (3) through a special fund collected by requiring payments for total cases not involving dependents.

III. INSURANCE RECOMMENDATIONS

A. Carriers

1. Organization and Investments of Insurance Companies

By amendment to the law:

That no insurance carrier should be permitted to transact workmen's compensation insurance on fewer than 20,000 employes within the Commonwealth, or with less than \$150,000 earned premiums within the Commonwealth.

That no carrier should be permitted to transact workmen's compensation insurance until it deposits with the State Treasurer securities (of the same standard as required for the capital investment of stock companies) as follows: For companies whose premium income within the Commonwealth is less than \$200,000, a deposit of \$50,000; for companies whose premium income within the Commonwealth is in excess of \$200,000 a deposit of \$100,000. With the securities so deposited the company should deliver to the Insurance Commissioner a power of attorney authorizing him to transfer such securities or any part thereof for the purpose of paying any unsatisfied liabilities or to make good any depreciation of its reserves.

That the law governing investment of surplus should be revised to exclude investment by a compensation carrier in common stocks.

By administrative order:

That the posting of the name of the insurance company or of a copy of the self-insurer's certificate of exemption on the employer's bulletin boards should be required by order of the State Industrial Board.

2. Insurance Company Regulation by the Workmen's Compensation Bureau

By amendment to the law:

That the Insurance Commissioner, on proof submitted by the Director of the Workmen's Compensation Bureau that a carrier has violated the law or the regulations of the Bureau or Board, should be empowered to suspend (after hearing) the license of the offending carrier.

B. State Workmen's Insurance Fund

1. Higher Standards of Fund Personnel and Management

By amendment to the law:

That all personnel administering the State Fund should be selected from persons fully qualified. All responsible positions should be filled by persons with considerable experience in the administration of workmen's compensation insurance. The office of Chief Accountant should be created on the same terms of tenure and experience as for Manager.

That the Fund should be permitted to issue checks directly instead of through the State Treasurer, a practice which gives the Fund a poor record for promptness in claim payments.

That the State Workmen's Insurance Board should consist of the Secretary of Labor and Industry, the Insurance Commissioner, and 2 insured members to be selected by members of the Fund.

By administrative order:

That the standards for administering the Fund should be the same generally as for any well-managed private company. This includes maintenance of equitable rates of premiums and dividends, particularly the latter, and a careful watch on the volume of uncollected and uncollectible premiums. The State Fund must exercise more frequently its privilege of refusing bad risks or rating them up.

C. Self-Insurers

1. Revocation of Exemption Privilege

By amendment to the law:

That the Director of the Workmen's Compensation Bureau should have the power to revoke the privilege of exemption from the compulsory insurance requirement of the law, for failure by the self-insurer to comply with the law, or with any rule or regulation of the Workmen's Compensation Board or Bureau.

2. Deposit of Securities

By amendment to the law:

That the Director of the Workmen's Compensation Bureau should require from every self-insurer a deposit of security with the State Treasurer (of the same standard as required of insurance carriers) to an amount sufficient to cover his entire outstanding liability in incurred claims.

PURPOSE AND METHOD OF COMMITTEE'S INVESTIGATION

The Committee was appointed by Governor Pinchot in February, 1933, "to study the legal and practical aspects of workmen's compensation and insurance." To carry out its task, its investigation of the Pennsylvania compensation system was arranged to secure information by three principal methods. These are: by public hearings; by examining a sample of cases representing compensation claimants scattered throughout the state; and by studies of administrative practice, insurance, legal and medical problems by individual members of the Committee. Without the volunteer aid of three research assistants the Committee could hardly have carried these objectives. It gratefully acknowledges the services of Paul K. Ferguson, Esq., member of the Pennsylvania bar; J. Perry Horlacher, instructor in Political Science, University of Pennsylvania; and Howard M. Teaf, of the Faculties of Girard and Haverford Colleges. The Committee wishes here also to record its thanks for the unfailing courtesy and cooperation of every person connected with the Pennsylvania compensation system.

During July, 1933, the Committee held public hearings in four of the largest industrial centers of the state: in Philadelphia (2 days), Pittsburgh (2 days), Scranton and Harrisburg (one day each). To these hearings were invited by individual letter upwards of 200 associations and individuals. Among those invited were: the Presidents of 67 casualty insurance companies, every one writing workmen's compensation in the state; 15 trade unions; the Pennsylvania Manufacturers' Association; 9 large employers; the Pennsylvania Self-Insurers Association, whose membership includes nearly every large Pennsylvania employer; 11 social service agencies; 8 labor officials; 11 doctors; 8 lawyers; and 5 officials of casualty insurance organizations. Invitations were sent also to the American and Pennsylvania State Medical Associations; the County Medical Societies of Philadelphia, Allegheny, Lackawanna and Dauphin; the American College of Surgeons; the American, Pennsylvania State, Philadelphia and Allegheny Hospital Associations. An invitation was published in each of the 21 legal journals of the state, and in the general press in which claimants were particu-

larly requested to appear. In the 6 days of public hearings the Committee heard a total of 137 persons. The point of view of the worker was represented by 91 workmen, 7 labor officials, 4 social service organizations, and one priest. Two small employers appeared, and 4 representatives of large self-insuring employers, including counsel for the Pennsylvania Self-Insurers Association. The medical side was presented by officers of the State Medical Society and of the County Societies of Philadelphia, Allegheny and Dauphin; that of the hospitals by officers of the Hospital Conference of Pennsylvania, of the Pittsburgh Hospital Conference, and of 2 individual hospitals. Among the remaining witnesses were: 10 lawyers, 4 insurance company officials, 2 actuaries, 2 insurance association officials, 3 doctors, 2 insurance agents, 2 adjusters of the Workmen's Compensation Bureau, a member of the Workmen's Compensation Board, an ex-referee, and a co-author of the original Pennsylvania compensation law. Briefs also were submitted by 31 individuals and associations. Official copies of the testimony may be consulted at the Department of Labor and industry, Harrisburg, or at Room 222, Logan Hall, University of Pennsylvania, Philadelphia.

During the summer of 1933 the complaints presented at the public hearings and those received directly by letter were investigated both by the Committee and by the Director of the Workmen's Compensation Bureau. Unfortunately the Committee was unable to help the great majority of these claimants, because their cases had been outlawed by the statute of limitations or were so recent that their papers were still in the hands of the Workmen's Compensation Board or the courts.

The method of selecting and using the Committee's sample of compensation cases, referred to in the following pages, is explained in Appendix A of this report.

PURPOSE OF WORKMEN'S COMPENSATION

Up to 1911 in this country when a man was injured at his work his remedy was to sue for damages in a court of law. Industrial injuries were treated by the law on the same basis as all other injuries: indemnity could be secured only by proof of fault on the part of another. To be able to collect damages the injured workman had to prove negligence. Perfectly reasonable 50 and 75 years ago, placing of personal fault turned out to be practically impossible under a system of impersonal management and intricate dangerous machines. In the great majority of accident cases no payment was received at all; a few awards were paid after long waiting and great expense; there was no logical relation between the loss suffered and the indemnity received.

Negligence as a basis of paying for industrial injuries did not work, precisely because no one in particular is to blame for them. The culprit is our high-speed productive system and in turn the society which demands, uses and enjoys the fruits of the system. The hazards of industry are by and large not personal but social. There are individual cases of course in which the workman contributes to his injury, but in the great mass of industrial injuries these are the exceptions. We have industrial injuries primarily because we have a complicated high-speed system. Despite the best efforts of insurance companies, governments and humanitarian agencies for two decades, industrial accidents are not declining, are perhaps even increasing. Workmen's Compensation is the modern method of indemnifying the victims of industrial injuries which recognizes these inevitable losses as a part of the cost of the productive system. Since individuals are not to blame, since prevention is impossible on any considerable scale, and since society demands machine production, society through workmen's compensation has assumed the cost of industrial injuries.

In broadest principle then, workmen's compensation takes the burden of these losses from the workman and his family, and places it on the entire group of consumers. It makes no effort to find out *who* is to blame. If the injury occurs while the workman is on the job it is assumed that the injury was caused by the job. The workman need not prove that someone else was the cause of the injury; the employer need not prove that the workman himself was partly or entirely responsible. Shorn of the red tape of the courts, a simple speedy system of administration determines the fact of a compensable injury, and the amount of the award. In exchange for the chance of an occasional large verdict, the worker gains certainty and prompt payment of medical and hospital benefits and of a modest weekly sum in lieu of lost wages. The employer gains freedom from damage suits and the good will of his personnel. The state and private charities gain by transferring to the consumer a cost which under the older system was assumed by public and private philanthropy. While the employer bears the immediate expense, he is merely society's agent and is expected to reimburse himself in the price of his product.

In actual practice, for many reasons, this broad purpose of workmen's compensation: to pay for time lost and expense resulting from industrial accidents, is considerably modified. Some of these modifications are absolutely necessary to prevent abuse. For example, limitation of weekly benefits to something less than full wages. Some are entirely extraneous and unnecessary; for example much of the delay supposed to be foreign to compensation. Still others are in the debatable zone. For example, the Pennsylvania system of administration does not provide a hearing for every claim but confines itself primarily to approval or disapproval of agreements entered into between worker and employer or insurance company. It is a fair question to ask of any system of workmen's compensation how closely it comes to carrying out the purposes for which it was set up. The conclusions and recommendations which follow represent the contribution of your Committee, after study of more than a year, toward an answer for our own Commonwealth.

I. LEGAL AND PROCEDURAL RECOMMENDATIONS

1. Personnel

The most important part of a compensation system is not what the statutes promise but what the administrative staff delivers. The appointment of unqualified persons makes impossible efficient administration. This is especially true of stenographers, adjusters and referees. Appointment by civil service would of course be the best method.

It is true that our referees are handicapped by lack of proper clerical and stenographic facilities, but as a group they are not as efficient as they should be. In 1932 (the latest year for which data were available when this was written) they disposed of an average of only 2 cases each working day (Table IA).^{*} We recognize that the record of the New York referees is not entirely comparable, but their daily average handling of a calendar of 50 to 70 cases (at least 10 of these involving major contentions) presents a contrast too strong to ignore. There is no doubt that the political selection and the political connections of referees impair their usefulness. At present the appointment of a referee is like any other executive appointment and cannot extend beyond the term of the Governor's office. A former referee thinks their principal handicap is their lack of stenographic help, and recommends 3 or 4 stenographers for each. In his opinion a referee should have before him, when writing his decision, the entire record of testimony, which is impossible under

^{*} All detailed statistical tables are in Appendix B of this report. These data, unless otherwise indicated, are from the case study investigation of the Committee. For description of this study see Appendix A of this report.

present conditions. An attorney practicing extensively in the compensation field says that more referees should be added, but they should be trained in compensation law and practice. His observation is that many cases are sent back to the referees by the Board because the decisions have been improperly prepared. Another attorney associated with insurance companies since 1915 believes that all referees should be lawyers, and that their number should be increased to make it unnecessary for a referee to travel around a district.

There are however evidences of inefficiency that cannot be explained by understaffing. Each Philadelphia referee in 1932 disposed of an average of 2.5 cases per working day; for each Pittsburgh referee, working under the same general conditions, the average was only 1.7 cases (Table IA). The referee with the poorest record in the state for 1932 shows for death, disability and termination cases an average elapsed time (between the date of filing petition and the date of decision) of 216 days; the fastest referee working under similar conditions took only 127 days (Table IB). There is no apparent relation between the number of cases assigned a referee and the time he takes to dispose of them. Two city referees for example share honors for low elapsed time, yet one of these disposed of more than twice the number of cases in the same period.

Everyone connected with workmen's compensation thinks hearings are often not started on time and that the convenience of the referee is too often consulted rather than that of the claimants.

The Committee in its public hearings heard very little complaint about the remaining compensation personnel. The general counsel for a large coal company considers the Board claimant-minded. Four claimants complained of lack of courtesy and attention by the Workmen's Compensation Bureau. Your Committee discovered by visit that, because of the arrangement of vacations, not a hearing was held during the month of July 1933 in the Pittsburgh office of the Board.

We recommend the following amendment to the law:

(1) That all persons administering the compensation system should have long tenure and should be removed for cause only.

We recommend the following administrative changes:

(1) That each referee should be supplied with 2 stenographers qualified to report testimony and with one stenographer-clerk; and that no persons should take testimony before referees or the Workmen's Compensation Board unless they are qualified as reporting stenographers.

(2) That referees should be chosen only from persons who can demonstrate a thorough knowledge of the compensation act, the body of decisions interpreting it and compensation procedure.

(3) That referees be instructed to conduct hearings so that they can announce decisions immediately at their close in the greatest possible number of cases.

2. Delay

It is highly desirable that an injured workman shall begin to receive his compensation payments as soon as possible after his accident.

AGREEMENT CASES

Accident to First Payment: Even in agreement cases, which involve over 90 per cent of all cases, this end is not completely realized. The Committee has heard no complaints of delay in first payments in these cases. A sample study of Harrisburg records (86 per cent of the sample falling in 1931-1933) shows an average (median) lapse of time from accident to first payment of 38 days. The shortest possible interval would be 10 days, because the act bars agreements within that period.

Record of First Payment: In the files of agreement cases studied by the Committee for the same period, 59 per cent contained no record whatsoever of the date of first payment, although the filing of such a record is required by Board regulations. This is especially a serious matter in temporary disability cases, which are less likely to be pushed by the claimant, and where the proportion showing no such record rises above 60 per cent (Table V).

CONTESTED CASES

Contested cases constitute less than 10 per cent of all compensable cases, but on the average they are more serious than agreement cases. Here long delays are usual and work more hardship.

Petition to Assignment: The first period of delay is from the day the petition is received at Harrisburg to the day the assignment to a referee leaves Harrisburg. A sample study of the records shows that this delay is 10 days or less for 93 per cent of the cases. The average delay is 6 days (Table II).

Assignment to Hearing: The next and the most serious period of delay is from the day of the assignment of the case to the day of the referee's hearing. At the public hearings held by the Committee, many injured persons complained about the delay in getting a hearing, and the consequent hardships to the workman and his family. On the average the delay to the first hearing is 65 days. More than half the cases are not heard until after 60 days; in nearly a quarter, the delay is over 4 months (Table II).

Hearing to Decision: The next period of delay is from the day of the referee's hearing to the day of his decision. The average (median) delay is 18 days. In 19 per cent of the cases studied it is over 60 days (Table II).

Petition to Decision: Accumulating the 3 periods of delay we have just discussed, we find that from the filing of the petition to the referee's decision the typical delay is 89 days.

Decision to First Payment: Another period of delay ensues between the date of the referee's decision and the date of the first payment by insurance company or employer. The median delay here is 26 days (Table VI). Seven per cent of the claimants whose records were studied by the Committee had to wait more than a year after the referee's decision, 15 per cent had to wait over 6 months.

Record of First Payment: In 18 per cent of the contested case files there was no record of the date of first payment, although required by Board regulation.

Lump Sum Settlements: When interviewed at their homes, 11 per cent of claimants charged irregular payment, an additional 15 per cent said that they received their compensation in a single payment, itself often a cloak for delay or irregularity. The practice of certain insurance companies of paying compensation checks through attorneys or employers is not fair to the workman. The money is due him directly and should pass through no other hands. This practice adds to delay and encourages excessive legal fees and coercion by the employer.

Record of Payments Generally: Some self-insurers and insurance companies file no receipts at all.

Workmen's Compensation Board: There was also complaint at the hearings by workmen about delay on the part of the Workmen's Compensation Board. In a sample of 128 cases, the Committee found an average delay of 108 days from the referee's decision to the Board's decision. In one-third of the cases the delay was over 4 months.

We recognize that in many cases this delay is unavoidable, and is due to the necessity for holding Board hearings all over the state, to the frequent failure of attorneys to appear at the scheduled dates, and to the requirement of the law that a majority of the Board hear all cases.

We recommend the following amendment to the law (in addition to the related recommendations under Personnel):

(1) That insurance companies and self-insurers should be required to file promptly a standard voucher-receipt for each compensation payment, and that these payments should be made regularly and at the same intervals as the injured has received wage-payments.

We recommend the following administrative change:

(1) That insurance companies and self-insurers should be compelled (through rules of the Workmen's Compensation Board) to pay all compensation to the claimant directly and not through an attorney or the employer.

3. Administrative Expense

Administration of the Pennsylvania compensation law is now seriously impeded by lack of funds. The results for injured workers and their families are inconvenience, delay, suffering and injustice. Since 1932 our Commonwealth has provided no impartial physicians for compensation cases. In Philadelphia, the largest city of the state, it has provided no legal service for claimants, who must hire counsel to push their claims and thus reduce their benefits. Twenty-three per cent of the claimants interviewed at their homes by the Committee say they signed agreements either under pressure or on the advice of the insurance company or employer. Adequate supervision of these agreements is not possible with the present appropriations. Taking of testimony is handicapped because the referees and the Board cannot hire enough qualified stenographers. Much of the delay in our system goes straight to this matter of insufficient funds.

We recommend the following amendment to the law:

That, if the Legislature will not appropriate enough money for first-class administration, the entire expense of such administration should be assessed against the insurance companies and the self-insurers as in New York.

Comment: In New York the full cost of administering the law is assessed against carriers and self-insurers. The entire annual cost both in 1931 and 1932 in New York was under a million and a half dollars, for services vastly exceeding in scope those provided in Pennsylvania. Administrative expense in New York amounts to less than 5 per cent of compensation payments, and in terms of premiums still less. Compensation administrative cost for Pennsylvania averaged in 1931-1932 per gainfully employed worker 14 cents, for New York 42 cents. For this expenditure New York commands the services of 27 full-time physicians, 29 referees, 79 hearing stenographers, 26 claim investigators, 80 claim examiners and hundreds of other employees.

4. Centralized Control

Three Independent Agencies: Our compensation system is conducted by three virtually independent agencies. The Bureau of Workmen's Compensation, which is part of the Department of Labor and Industry, handles all agreement cases, which form over 90 per cent of all cases, and tries to see that in every compensation case the workman knows his rights and follows his remedy. The referees hear and decide all contested cases in the first instance. The Workmen's Compensation Board hears and decides all appeals from the referees.

Referees Should Be Supervised: There should be direct supervision and control of the referees, so that they will hear and decide their cases as rapidly as possible and will

follow the same principles as are followed by the Board and by the Bureau. Until very recently, each referee has been in practice independent. If he dismissed petitions because of faulty agreements later disapproved by the Bureau; if he failed to add interest to his awards (and this happened in 29 per cent of the cases studied by the Committee); if he calculated his awards on a basis different from that on which the Board and the Bureau had agreed, there has been no redress except by appeal to the Board.

Recent Executive Order: Very recently (July, 1934) a long step has been taken toward centralization of the compensation system in this state. This is the creation of the position of Executive Assistant to the Secretary of Labor and Industry in charge of Workmen's Compensation. The duties of this assistant are to coordinate all phases of workmen's compensation, including the work of the Bureau, of the referees, and of the State Workmen's Insurance Fund.

The referees should be supervised either by the Board or by the Department of Labor and Industry. Since the Board now carries a heavy load of 1500 appealed cases a year, and since the Department already handles all the agreement cases and in the course of its other work receives all referee's decisions, we conclude that the supervision of the referees may logically rest with the Department, and that the executive action looking toward that end should be given a thorough trial. This will not interfere with the "direction and control" of the referees now given by law to the Board; but it will enable the Department to supervise the referees and to call on the Board for such orders as are required to make the supervision effective.

History of Legislation: With continued increases in the load of cases and in experience, there has been a constant tendency to enlarge the administrative work of the Department and to restrict the Board to hearing and deciding appeals from the referees.

The first workmen's compensation law of 1915 created a Bureau of Workmen's Compensation to administer the law and a Workmen's Compensation Board of three members to hear appeals from the referees and to "supervise and direct the Bureau." By successive changes in 1919, 1923, 1927 and 1929 the administrative work has been shifted more and more to the Department of Labor and Industry, so that today the entire field of administration rests with the Department, except for the duty of the Board to decide appeals and to exercise "direction and control" over the referees.

We recommend the following administrative changes or amendments to the law:

(1) That the Executive Assistant of the Secretary of Labor and Industry in charge of workmen's compensation should also be appointed a Deputy Secretary of Labor and Industry. He should have power to supervise the work of the referees, to make his supervision effective by procuring orders from the Board, and to require and to submit to the Governor, through the Secretary of Labor and Industry, reports on the work of the referees.

(2) That the members of the Workmen's Compensation Board should meet with the referees at least four times a year, and that a monthly bulletin should inform the referees of important decisions and instruct them as to law and procedure.

Comment: Pennsylvania is the only state which separates the various parts of the compensation system. Our system of separated control has many defects and not a single advantage. Our recommendation above has been greatly influenced by the recent creation of the office of Executive Assistant in charge of compensation. The recommendation has two distinct advantages: (1) It builds squarely on an existing situation; and (2) it permits co-

ordination of the work of *all* the agencies of the state having to do with workmen's compensation; the Workmen's Compensation Board, the Referees and the Bureaus of Workmen's Compensation, Rehabilitation, and Inspection in the Department of Labor and Industry.

5. *Termination, Modification and Review Petitions*

Today under the law an insurance company or self-insurer wishing to stop weekly payments simply files a petition stating that the condition of the injured has improved. Until this petition has been disposed of, no further payments need be made. In 1932, payments were directed by the referees to continue in over one-third of all termination cases. During the interval of 1 to 6 months (averaging well over 4) between the filing of the petition and the hearing the claimant received nothing (Table IB). An attorney in New Kensington, handling many compensation cases in the soft coal field, told us of many instances in which termination petitions were filed without medical examination and payments were tied up for 6 months to a year. A Philadelphia union official told of a termination petition resulting in 9 months delay. A former Chairman of the Workmen's Compensation Board appeared for the Self-Insurer's Association of Pennsylvania and opposed the arbitrary use of termination petitions. The President of the Central Labor Union of Philadelphia believes that payments should be continued until a hearing on the petition to terminate.

While he waits for his hearing the injured man has often progressed toward recovery, so that the referee is misled as to his condition in the interval. Practically every termination petition is contested on medical grounds: Is the claimant physically able to return to work (Table VII)? Proper procedure would give the referee accurate information on which to base his decision and would greatly discourage the filing of these petitions as mere time-consumers. Of course the insurance company or self-insurer cannot be asked to pay in all cases until a decision is made, for he would seldom get back his money if the decision went in his favor.

We recommend the following amendment to the law:

That an insurance company or self-insurer should not be permitted to stop payments on filing a termination, modification or review petition, unless the petition is accompanied by a detailed affidavit signed by a registered physician who has examined the claimant within 7 days before the petition is filed and who swears that in his opinion the claimant's physical condition justified the filing of the petition.

6. *Separate Compensation for Healing Period*

Injured workmen in this Commonwealth under the present law are inadequately compensated because payment for the loss of an arm or for some other permanent partial disability is not considered a separate benefit. When a man suffering such a disability has been totally unable to work for a time and then returns to work minus his arm, the payments due him for the loss of his arm are reduced by the amount of compensation already received.

The President of the Philadelphia Central Labor Union recommends that the law be amended to pay the injured until his injury is healed, and then to begin paying scheduled benefits for his lost member. An official of a coal mine union would continue indefinitely benefits for partial disability until the worker is fully rehabilitated. The manager of the official rate-making authority in the state calculates the additional cost of a separate healing period benefit at 3 to 4 per cent of the current level.

We recommend the following amendment to the law:

That compensation for scheduled disabilities and for all other permanent partial disabilities, and for disfigurement, should be in addition to compensation for any other dis-

bility except permanent provided that the total compensation shall not exceed 500 weeks or \$6,500.

Comment: Compensation is cumulative in this way in 24 states, including Massachusetts, New Jersey and Ohio. It is not cumulative in 19 states, including California and Wisconsin. Of course a law aiming to indemnify fully would not only make all benefits cumulative, but would pay full wages. No law does this. The recommended solution seems a fair middle course.

7. *Limitations*

Many injured workmen receive less than their just compensation because our present law is unduly harsh on the right to reopen a case once closed. In their public hearings your Committee turned up case after case in which neither the compensation officials nor your Committee could aid the claimant because of these limitations.

The present law places a limit of one year after the date of the last payment on petitions to the Board to review or modify an award. Two attorneys engaged in compensation work consider this period too short; an attorney practicing in the hard coal region believes it is satisfactory.

The most unjust of these limitations makes it practically impossible for the claimant to reopen his case if he has signed an agreement to accept compensation for a definite period. It puts a premium on definite-period agreements, which cannot be reopened at all after the last payment, whereas other agreements can be. An ex-chairman of the Workmen's Compensation Board is of the opinion that this section of the law should be amended. Only one witness—the attorney in the hard coal region referred to—approves the section. An attorney and a member of the Workmen's Compensation Board recommend that all agreements should be for an indefinite period.

The compensation officers of District 5, United Mine Workers and of the Federated Trades Council of Reading recommend that the period allowed for filing an original claim be extended from 1 to 2 years after the date of the accident. A priest whose parish lies within the soft coal area would make the statute of limitations run only after 5 years.

We recommend the following amendments to the law:

(1) That the following provision of Section 413 of the Workmen's Compensation Act should be repealed:

That, except in the case of eye injuries, an agreement or an award can only be reviewed, modified, or reinstated during the time such agreement or award has to run, if for a definite period.

That, except in the case of eye injuries, no agreement or award shall be reviewed, or modified, or reinstated, unless a petition is filed with the Board within one year after the date of the last payment of compensation with or without an agreement.

(2) That the following should take the place of the part to be repealed:

"*Provided, however, that no claim shall be reopened more than 500 weeks after the beginning of disability.*"

(3) That the time for filing claim petitions shall be increased to 2 years.

Comment: No law has a provision like ours on definite agreements, although 4 other states in practice impose the same restriction. Seventeen states allow reopening of non-agreement claims at any time. Four states have no provision.

8. *Mining Rules*

Injured workmen, especially miners, are being deprived of their compensation rights because at the time of the accident they were violating safety statutes or rules. The

theory of the courts is that the workman has removed himself from the course of his employment. We believe that this is not the intent of the compensation law, and that it is particularly unfair when the rule violated is a mere regulation of the mine or plant. (See *Dickey v. R. R. Co.* 297 Pa. 172: 1929.)

We recommend the following amendment to the law:

That the violation of a safety statute or rule should not prevent the injured man from receiving compensation.

Comment: This change in the law would have to be carefully framed. If a man commits a serious felony, he should not receive compensation for a consequent injury; but it seems unfair that a workman and his family should lose compensation for violation of a mine rule, which at the worst is a misdemeanor.

9. Attorney's Fees

The principle of workmen's compensation contemplates that benefits should be net and not subject to deductions for lawyers' fees. It is at least arguable that all legal costs should be paid by the state or by the insurance companies and the self-insurers. At present the State provides only two part-time attorneys for this service. Two labor union officials and a former referee would permit adjusters of the Bureau to represent injured workmen. Under the present system the claimant is handicapped if he goes before a referee or the Board without a lawyer, and if he employs one he must give up a part of his compensation in advance. An attorney practicing compensation testified that he has never tried a case in which the claimant was not represented by counsel. In the petition cases studied by the Committee, 72 per cent of the claimants felt it necessary to employ a lawyer to protect their interests. Only 3 per cent of these petition cases were settled without a lawyer on one side or the other (Table IV). Many injured workmen expressed dissatisfaction at this necessity for legal assistance in securing their simple rights. The Committee has discovered cases of attorney's fees as high as \$900 and as much as half of the award. A Pittsburgh attorney told the Committee that the scale of contingent fees in that city ranges from 20 to 40 per cent for compensation cases.

We recommend the following amendment to the law:

That in every contested case (except where the Commonwealth provides free legal service) a moderate fee to the claimants attorney should be allowed by the referee according to standard instructions prepared by the Workmen's Compensation Board, and subject to review by the Board.

II. MEDICAL RECOMMENDATIONS

1. Medical Benefits

Limitations Undesirable: Our present compensation law provides inadequate medical and hospital treatment for those who most need it: workmen who have suffered serious injuries. It makes no provision for treatment beyond the first 30 days of disability or over \$100. Adequate medical treatment is not assured to workmen suffering with fractures, infected hand injuries, brain injuries and other forms of severe traumatism. The Committee heard many complaints by claimants of our present medical benefits.

Some Benefits Extended: In some cases it is true that employers and insurance companies assume responsibility for treatment beyond the 30 days, hoping thereby to reduce the period of the amount of disability. The officers of a large coal company and of a large steel company testified that their companies voluntarily pay until disability ceases.

Most Benefits Restricted: In most cases the injured must seek his own medical treatment after the 30-day

period. This is especially true when there is a specific loss, as of a finger, a hand or a foot, for which the employer or his insurance company is required to pay compensation for a definite number of weeks. Frequently no effort is made to continue treatment after the 30 days because the employer or insurance company knows it will not be able to reduce the amount of compensation. A Philadelphia claimant had an infection of the terminal phalange of the left index finger which required removal of most of the bone of that joint. His medical treatment lasted 2 months but the insurance company refused to pay for treatment beyond the 30 days because a specific loss (of the phalange) was expected. Your Committee considers it significant that precisely on the thirtieth day after injury (that is, the day the employer's liability to the hospital ends) over 9 per cent of the workmen interviewed left the hospital for home, for an insurance company doctor's treatment or clinic, or were discharged by the employer's physician.

Witnesses' Recommendations: Two social service agencies, 2 labor union officials, an attorney, the medical director of a large self-insurer, and a co-author of our law recommend the liberalizing of our medical benefits. A United Mine Worker official cited cases of hardship due to the present limitations. He recommended that the injured workman should receive medical and hospital benefits until he is "positively" cured. A co-author of the original Pennsylvania law would permit extension of medical benefit by the Board or Referees. The Chairman of the Compensation Department of the United Mine Workers, District No. 5, concurs in this recommendation. Only one witness, counsel for the Self-Insurers Association of Pennsylvania, went on record as approving the present provisions, principally for reasons of cost. The Association of Casualty and Surety Executives, a stock insurance company organization, would have medical benefits removed from the law entirely.

Hospital Losses: The 30-day limitation on medical treatment also works an injustice on hospitals, doctors and others providing medical services. State-owned hospitals do not escape these losses. In a single hospital (Ashland State) the cost of services beyond the 30-day limit for 279 cases was \$51,821, of which over one-half was never paid. In a study just completed from the statistics of the last fiscal year of 98 Pennsylvania hospitals, it was found that 28,567 days of bed care were furnished to injured employees after the 30-day period. The cost of this care was \$94,446.25, not including losses to doctors who rendered services to these patients. Of this, \$36,522.66 was paid the hospitals by employers or insurance companies and \$1,645.72 was collected from the workmen. This makes a loss to these hospitals of \$56,277.87 for caring for seriously injured workmen who must remain in the hospital after the 30 days.

Medical Opinion: The medical profession is unanimous that a limitation of medical benefits to 30 days and \$100 is in many cases a grave injustice to injured workmen. The American Medical Association and the American College of Surgeons, the Medical Society of the State of Pennsylvania; the County Medical Societies of Philadelphia, Allegheny, and Dauphin, all favor official removal of these limitations. The same position is taken by the Hospital Association of Pennsylvania, the Pittsburgh Hospital Conference, and representatives of two hospitals.

Other States: When the workmen's compensation law was enacted in 1915, its medical provisions were among the least liberal of any law in the country. In our original law the injured workman was permitted 14 days of medical treatment, with a limit of \$25, or \$75 for a major operation. This is how our law compared with those of other states in 1915:

Maximum Time		Maximum Dollars	
Number of States		Number of States	
Days	States	Dollars	States
No Limit	6	No Limit	12
120	1	300	1
90	3	250	1
60	1	200	4
30	4	150	1
21	2	100	4
14*	11*	75	1
7	1	50	3
		25*	2*

*Pennsylvania included in this group.

In 1919 the medical benefits in our act were increased to 30 days and \$100, but in 1934 the Pennsylvania workmen fares poorly compared with his fellows in other states and jurisdictions. Vermont's is the only law less liberal than ours.

Time	Maximum Time			Dollars	Maximum Dollars		
	Number of States				Number of States		
	Fixed Limit	Limit Extendable by Board	Total		Fixed Limit	Limit Extendable by Board	Total
Unlimited			23†	Unlimited			25†
1 year	1		1	800	1		1
6 months	2	1	3	750	1		1
120 days	1		1	500	3	2	5
90 days	3	3	6	350	1		1
70 days	1		1	300	1		1
60 days	3	1	4	250	1	1	2
30 days*	3*	5	8	200	1	2	3
14 days	2	1	3	150	1	1	2
				100*	4*	4	8
				50		1	1

* Pennsylvania included in this group.

† Including U. S. Harbor Workers' and Longshoremen's Compensation Act.

This is how Pennsylvania's medical benefits compare with the states that touch our borders:

State	Maximum Time	Maximum Dollars
New York	Unlimited	Unlimited
New Jersey	Unlimited	100*
Maryland	Unlimited	500
West Virginia	Unlimited	800
Ohio	Unlimited	200*
Pennsylvania	30 DAYS	100

*May be increased by Board.

Distant Clinics: Not infrequently an employer or an insurance company maintains a clinic in a large city to which injured workmen from the city and the surrounding district are compelled to go. When frequent treatment is necessary the cost of transportation to and from the clinic often eats unjustly into the compensation. A Department of Labor and Industry adjuster testified that many claimants are deprived of medical attention because of this expense.

We recommend the following amendment to the law:

(1) That the medical benefits of the compensation act should be extended to provide for treatment during the first 6 months after the date of the injury, and that the \$100 limitation on medical benefits should be removed.

Comment: The extension of the time limit to 6 months and the removal of the dollar limit would assure medical treatment until the need for it is ended for more than 99 per cent of those injured in industrial accidents. Our recommendation would do no more than put the Pennsylvania law on a par with the other great industrial states; New York, Massachusetts and Illinois. It would increase the cost of compensation in Pennsylvania, according to figures of the official actuary, by not more than 10 per

cent. The total compensation cost would still be under 1 per cent of payroll, which means not more than one-third of 1 per cent of the wholesale value of our products. It would insure to practically every injured workman medical treatment as long as it is needed.

(2) That where the employer or carrier provides medical treatment at a distance from the injured workman's home, he should be required to provide transportation or to pay the cost of transportation to the place of treatment.

2. Dating of Medical Benefits

Today when an injured employe continues at work after his injury employers often refuse to provide medical treatment because the law states that the employer shall provide medical services from the first day of *disability*. A workman is not considered to have a disability if he does not lose time from his work. Medical treatment should be assured from the date of the accidental injury.

We recommend the following amendment to the law:

That medical benefits should begin with the date of the *accidental injury* rather than with the date of the *disability*. An injured workman should be assured medical treatment for accidental injuries which arise in the course of employment whether or not he is able to continue with his work despite his injury.

3. Physicians' and Hospital Fees

At present employers and insurance companies often arbitrarily refuse to assume responsibility for medical treatment required of them under the law. The injured man and his employer are the only parties at interest, although lawyers in contested cases may be assured payment of a reasonable fee for their services if they secure approval by a referee or the Board. Where the employer or insurance company refuses to pay for medical treatment, hospitals (including state-owned hospitals) and doctors can recover the cost of their services only if their bills are presented to a referee or to the Board *by the injured workman*. This the workman is usually unwilling to do because he naturally dislikes the trouble of appearing before a referee and because he runs the risk of losing his job if he does. Of the \$51,821 owed the state hospital referred to in the section on medical benefits, \$24,150 has been paid, but \$27,671 is uncollectible.

Every representative of the medical profession and the Pennsylvania Hospital Association complained of this condition. A trustee of the Hospital Association of this state testified that some self-insurers and insurance companies refuse to pay medical bills "for no valid reason." "It is a common practice for employers to neglect to report accidents, and the insurance companies refuse to pay hospital bills." The Chairman of the Workmen's Compensation Committee of the Philadelphia County Medical Society charged that the "self-insurers have created an oligarchy and apply the law to suit themselves." The Superintendent of a hospital testified that insurance companies use technical excuses to evade their hospital bills. All of these organizations; the Dauphin and Pennsylvania State Medical Societies; the Pittsburgh Hospital Conference; and an ex-chairman of the Board favor an amendment to admit physicians and hospitals as parties in interest in compensation cases.

The Chairman of the Workmen's Compensation Committee of the Philadelphia County Medical Society advocates a schedule of fees to be agreed on between insurance companies and local Medical Societies. The President of the State Medical Society spoke in favor of a table of minimum fees to be determined by local Medical Societies.

We recommend the following amendment to the law:

That hospitals, physicians and others rendering medical services as provided in the compensation act should be

made parties in interest, and that no medical or hospital fees should be greater than those established in a standard table to be agreed on by the State Medical Society and the Hospital Association of Pennsylvania; as approved by the Workmen's Compensation Board. If medical or hospital fees are contested, the Board should fix a reasonable fee.

Comment: This provision would in no way extend the provisions of the present act. It would simply enable hospitals, doctors and others rendering medical service to collect their just bills where employers or insurance companies arbitrarily refuse to pay. The review of contested bills would prevent excessive charges.

4. Choice of Physician

In contested cases workers complain that all of the medical records relating to the course of treatment and disability are those of the employer's doctors and are partisan.

Your Committee has heard many complaints by claimants about the so called company doctor, that is, one who testifies consistently for the same insurance company or self-insurer, whose relation to his employers is often that of contract or salary-agreement, and who often provides all of the medical treatment the worker receives. Six claimants alleged poor treatment from company doctors. A lawyer appearing for a claimant made a specific charge of dishonesty against a company doctor. Two labor officials alleged prejudice on his part. One of these says that "frequently and very positively here in Reading physicians in emergency hospitals minimize the injuries of workers and prematurely discharge them if they happen to be employees of the (insurance) company's clients."

The organized medical profession is almost unanimously against the company doctor. It charges lack of experience (Philadelphia County Medical): mediocrity, prejudice and incompetence (Pennsylvania State Medical Society). The State Society also charges "lifting," that is the shifting of an injured worker from one hospital to another hospital or clinic of the employer's choice.

Two large self-insurers maintain that the quality of medical and hospital service they give their workmen is as high as any in the state. Counsel for 4 coal companies and for the Allied Anthracite Industry, and for another large coal company complain that company doctors are not given an impartial hearing before the Board, "just because they are company employees." "The evidence of the company doctor has been ignored in some cases, just because he is the company doctor."

The Medical Society of Pennsylvania through its President advocates free choice of physician for the workman; so does the Allegheny County Medical Association except for the mentally unfit; so does the Philadelphia County Medical Society "under certain conditions" (that is, for minor injuries); so does the Dauphin County Medical Association, "usually." The Secretary of the State Society admits that there are obstacles to absolute free choice. One labor leader from the hard-coal regions advocates free choice.

A priest with extensive experience with compensation, counsel for a large self-insurer, counsel for the Pennsylvania Self-Insurers Association, the medical director of a large steel company, counsel for the Association of Casualty and Surety Executives all oppose free choice by the worker, principally on the ground of the incompetence of the general practitioner in industrial surgery. Two of these make the point that for the average non-industrial patient the existing hospital or surgical arrangements leave no choice of physician.

We recommend the following amendment to the law:

That the injured workman at his request should be permitted to consult a physician of his own choice at any

time during his disability, the cost to be assessed against the employer or his carrier and not to exceed a total of \$5.

Comment: This would permit the injured to retain the services of his own physician during the course of treatment and in contested cases would provide medical records other than those submitted by the employer or insurance company.

5. Impartial Medical Testimony

Over 60 per cent of the cases appearing before the Board and referees in the sample studied by the Committee hinged on medical testimony; an additional 8 per cent involved questions at least partly medical (Table VII). Did the accident produce the injury? Is the injured totally or only partially disabled? What is the percentage of partial disability? Presentation of the workman's case is frequently handicapped because he is unable to obtain physicians to testify in his behalf. Your Committee found in 50 per cent of the petition cases it examined in the official files that the claimant had no doctor at the hearing. Forty-eight per cent of these claimants took on themselves the expense of hiring their own doctors to testify for them, in most cases the family physician.

The question as to the ability of lay referees to handle nice medical questions is an important one. In over one-third of the petition cases studied by the Committee, many of them involving medical questions, neither side employed a physician or surgeon (Table VIII). Under existing arrangements the referees are empowered to employ expert medical assistance, but they are handicapped gravely by lack of funds, and claimants and other witnesses do not believe that these experts are always competent or impartial.

There is nearly unanimous opinion that a real system of medical facilities should be established in our state. Three attorneys, one with 18 years compensation experience; a self-insurer; a priest; and at least 10 claimants agree on this vital need. Some variety of board or panel, from which would be drawn impartial experts in particular fields, is the leading suggestion. The Committee heard suggestions that this board be selected by the County Medical Societies, by a special state licensing board, by the President of the Court of Common Pleas, by the Governor with the advice of the State Medical Society. One drawback to the idea of Medical Society participation, in the opinion of a Harrisburg physician, would be the inability of the members to pull together. The hospitals of the state offer to cooperate in providing impartial service. A member of the Workmen's Compensation Board recommends medical clinics in large cities. A Philadelphia surgeon suggests that no physician should be allowed to serve as an impartial witness unless both parties have approved him. The President of the State Medical Society recommends a doctor for each referee. An attorney recommends a special medical board to supervise every agreement.

We recommend the following amendment to the law:

That impartial medical opinion be provided by registered physicians approved by the Board and that the cost of this service should be provided: (1) by an appropriation of the Legislature, earmarked for the purpose, or (2) by assessing it against employers or insurance companies, or (3) through a special fund collected by requiring payments for total cases not involving dependents.

Comment: It seems only just that the Commonwealth should provide medical examiners whose testimony can be relied on as impartial and competent by the referees and the Board. Under the present act the Board and the referees may appoint such examiners but funds are insufficient. The recommendation above provides funds for this necessary service. It is probable that the Board

would find the best facilities for this work in the recognized hospitals of the Commonwealth.

III. INSURANCE RECOMMENDATIONS

A. Carriers

1. Organization and Investments of Insurance Companies

Seventeen insurance companies of 75 in business (including those temporarily saved by merger) have gone out of the compensation business in Pennsylvania since January 1, 1931 and are now unable to meet their legal obligations to injured workers. Two attorneys, one employer and 2 claimants told the Committee of the resulting hardships to workmen and to their employers who must take up the responsibility for payment. The only remedy the worker now has is to enter his claim as a lien on his employer's property, but it is not a real one.

He needs his money at once, and the employer is often execution-proof. A small insurance company cannot inspect plants as thoroughly or adjust claims as quickly as a large one. Of 88 companies writing compensation in Pennsylvania in 1931, 22 wrote less than \$10,000 in premiums here, a volume ridiculously inadequate for real service and protection.

Stricter supervision of all carriers is urged by the American Association for Labor Legislation and by an attorney with 18 years experience in compensation work. The President of a large casualty company recommends that "great caution should be taken to see that no company is licensed to write compensation insurance unless its chances for continued solvency are the very best." To that end the manager of the official rating bureau approves an amendment to our laws to require the deposit of collateral as a prerequisite for admission to the State. An attorney appearing for a claimant recommends the posting of bond for each award. An employer urging the deposit of collateral or of a bond said, "We pay our good money to get protection and don't get it."

Two representatives of stock insurance organizations and the executive officers of 3 casualty carriers maintain that the troubles of the companies are partly or entirely due to inadequate rates. The manager of the State rating bureau does not agree.

A labor union official recommends that all employers with workmen under the workmen's compensation law be required to post evidence on their premises that they are satisfactorily insuring their risk.

We recommend the following amendments to the law:

(1) That no insurance carrier should be permitted to transact workmen's compensation insurance on fewer than 20,000 employes within the Commonwealth, or with less than \$150,000 earned premiums within the Commonwealth.

(2) That no carrier should be permitted to transact workmen's compensation insurance until it deposits with the State Treasurer securities (of the same standard as required for the capital investment of stock companies) as follows: For companies whose premium income within the Commonwealth is less than \$200,000, a deposit of \$50,000; for companies whose premium income within the Commonwealth is in excess of \$200,000 a deposit of \$100,000. With the securities so deposited the company should deliver to the Insurance Commissioner a power of attorney authorizing him to transfer such securities or any part thereof for the purpose of paying any unsatisfied liabilities or to make good any depreciation of its reserves.

(3) That the law governing investment of surplus should be revised to exclude investment by a compensation carrier in common stocks.

We recommend the following administrative change:

That the posting of the name of the insurance company or of a copy of the self-insurer's certificate of exemption on the employer's bulletin boards should be required by order of the State Industrial Board.

2. Insurance Company Regulation by the Workmen's Compensation Bureau

Case after case of absolute disregard of his requests by certain insurance companies is reported by the Director of the Workmen's Compensation Bureau. Wage data are reported partially or not at all, accident reports are not filed (they were filed late or not at all in 52 per cent of petition cases: Table IX), receipts for payments are not filed (in 61 per cent of agreement cases no receipts for first payment: Table V), workers are short-changed. Under the present law the Director can report these violations to the Insurance Commissioner but the Commissioner's jurisdiction is limited to violations of "laws" and does not extend to violations of Board and Bureau rules and regulations.

We recommend the following amendment to the law:

That the Insurance Commissioner, on proof submitted by the Director of the Workmen's Compensation Bureau that a carrier has violated the law or the regulations of the Bureau or Board, should be empowered to suspend (after hearing) the license of the offending carrier.

B. State Workmen's Insurance Fund

1. Higher Standards of Fund Personnel and Management

The State Fund is overloaded with coal mine risks, which are avoided by private carriers and which produce consistently heavy losses for the Fund. Coal mine premiums have been based on the assumption that 66-2/3 per cent of each dollar will be sufficient to pay losses; in 1932 the Fund required \$1.28. Commercial risk premiums in 1932 were much nearer adequacy but they require 79 cents compared with the expected 60. Experience in coal mine risks in recent months has been even more alarming than in 1932. To get a better spread of risk, 2 labor union officials recommend that all employers be required to carry their risk with the State Fund.

The Fund has outstanding too many dollars in uncollected premiums. At each audit 10 per cent of a full year's business remains unpaid. In 1931 one-third of 1930 uncollected accounts were still unpaid.

The Insurance Department, which examines all other insurance companies regularly, made no examination of the fund between 1923 and 1933 when legislation was passed permitting such examination. (Examinations were made regularly during this time by the Auditor General, who however is not an actuary.) In September 1934 no statement of 1932 business could be secured, although a good statement for 1933 has just been published. This unbusinesslike way of running the Fund lends currency to the circulation of wild statements reflecting on the Fund's solvency. Your Committee is glad to say that some improvement has taken place within the last year.

The investments of the Fund need overhauling. The Fund is weighted far too heavily with the obligations of local governments, mostly of our own state; 69 per cent of all Fund investments fall within this group. The Fund has only 2 per cent of its investments in Federal securities, compared with New York's 16 and California's 40. Many State Funds own no mortgages; the Pennsylvania Fund has 9.5 per cent of its resources invested in them. Despite this unbalanced portfolio the investment experience of the Fund has been fairly good. Bond market values at the end of 1933 showed a loss compared with cost of less than 4 per cent. On bonds sold or redeemed in 1933 the loss on actual cost was 2.3 per cent.

In terms of cost, 3.7 per cent of all bonds were in default in principal and interest. The showing on mortgage holdings is not as good. Interest is overdue on 56 per cent of mortgage principal.

In this department also the current practice of the Fund (as distinguished from the cumulative results of the past) shows an encouraging improvement. Budget Bureau supervision of all Fund investments, now a definite part of its investment procedure, should result in a better financial balance.

Employers and injured workmen according to the 1933 statement of the Fund are adequately protected by surplus, general and special. Against each dollar of liability to be discharged in the future, the Fund has available assets of \$1.23, compared with California's \$1.41 and New York's \$1.10. Employers have however no control over the policies of the Fund, although legally it is a mutual association.

The State Fund can never be operated on the standards of efficiency of a good private company as long as its responsible officers are not men familiar with insurance when appointed, or are not given time to make themselves familiar with it after appointment. We are not impressed by the objection that Fund officials selected from candidates having previous experience may work for their former interests. Your Committee knows that since the spring of 1933 some improvement in personnel has taken place, but there is room for great improvement still.

We recommend the following amendments to the law:

(1) That all personnel administering the State Fund should be selected from persons fully qualified. All responsible positions should be filled by persons with considerable experience in the administration of workmen's compensation insurance. The office of Chief Accountant should be created on the same terms of tenure and experience as for Manager.

(2) That the Fund should be permitted to issue checks directly instead of through the State Treasurer, a practice which gives the Fund a poor record for promptness in claim payments.

(3) That the State Workmen's Insurance Board should consist of the Secretary of Labor and Industry, the Insurance Commissioner, and 2 insured members to be selected by members of the Fund.

We recommend the following administrative change:

That the standards for administering the Fund should be the same generally as for any well-managed private company. This includes maintenance of equitable rates of premiums and dividends, particularly the latter, and a careful watch on the volume of uncollected and uncollectible premiums. The State Fund must exercise more frequently its privilege of refusing bad risks or rating them up.

C. Self-Insurers

1. Revocation of Exemption Privilege

Accident reports were not filed as the law requires in 59 per cent of the self-insured petition cases studied by the Committee (Table IX). Receipts as required by law for compensation payments were not filed in many more cases; in 59 per cent of agreement cases there were no receipts for first payment (Table V). A Department of Labor and Industry adjuster testified that some self-insurers will not give an injured man his job back until he signs a final receipt. A compensation counselor at Reading says that "mental persuasion is used by employers" on the injured men, with a "penalty of losing their jobs." The Hospital Association of Pennsylvania wants something done to punish employers who fail to report accidents.

The Secretary of the American Association for Labor Legislation suggests that the Bureau be given specific power to revoke the privilege of self-insurance "for good cause shown, after a hearing at which the employer shall be entitled to be heard and present evidence."

Under the present law the Director of the Bureau is powerless to remedy abuses of the privilege. He is powerless even to stop flagrant short-changing of benefits. The present law allows revocation of the self-insurance privilege only when the employer is clearly financially irresponsible.

We recommend the following amendment to the law:

That the Director of the Workmen's Compensation Bureau should have the power to revoke the privilege of exemption from the compulsory insurance requirement of the law, for failure by the self-insurer to comply with the law, or with any rule or regulation of the Workmen's Compensation Board or Bureau.

Comment: Twenty-six states of 32 permitting self-insurance provide for revoking the privilege for failure to comply with any provision of the compensation law or regulation of the compensation authority. Only one other law limits the power of the State to revoke solely for financial reasons. Twenty-five states also take into account the accident experience of the employer before permission for self-insurance is given.

2. Deposit of Securities

Of 308 self-insurers in Pennsylvania (this is the entire list) with outstanding liabilities in September, 1933, 225 had set up reserves. Of these only 39 had trustee their reserve funds; 45 had separate funds under their own control; the remaining 141 were maintaining mere book-keeping accounts.¹ Eighty-two self-insurers did not even maintain nominal reserves against their incurred liability of over \$2,500,000.² In addition to these liabilities entirely uncovered, too many employers with reserves were maintaining them at inadequate levels; i. e. below the amounts necessary to cover their liabilities to injured workmen and their families. The result is that in September, 1933, the uncovered compensation liability of Pennsylvania self-insurers totalled \$4,743,986 or 32 per cent of their total liability (Table X). That is, even if reserves could be cashed dollar for dollar at once, if the self-insurers of the state had to settle their claims out of reserves, they would be able to pay only 68 cents on the dollar. Especially in times like these it is vital that injured workmen be protected by real and not by book-keeping reserves.

We recommend the following amendment to the law:

That the Director of the Workmen's Compensation Bureau should require from every self-insurer a deposit of security with the State Treasurer (of the same standard as required of insurance carriers) to an amount sufficient to cover his entire outstanding liability in incurred claims.

Comment: Sixteen states which permit the self-insurance privilege require in all cases financial security of the type recommended.

APPENDIX A

Committee's Sample of Pennsylvania Compensation Cases

The purpose of the sample used by the Governor's Committee on Workmen's Compensation and Insurance is to give a representative cross-section of the Pennsylvania compensation system. The original sample was

¹ Three of this total carried surety bonds as additional security. One additional company posted a surety bond but had no reserve.

² Incurred liability computed on the same basis as for private carriers to include liability (a) for determined losses (fatals, dismemberments, etc.); (b) for indeterminate losses (for example: most temporary disabilities).

taken from the experience of the Commonwealth's 11 largest industrial counties: Allegheny, Blair, Cambria, Dauphin, Erie, Fayette, Lackawanna, Lehigh, Luzerne, Northumberland, and Philadelphia. To accomplish its purpose, this sample of 1637 compensable accident cases was drawn to reflect the variations in experience as influenced by the following factors:

(1) Accident cases disposed of by agreement (1176, or 71.8 per cent) as against those by claim petition (378, or 23.1 per cent). An additional 83, or 5.1 per cent are combined agreement-claim petition cases, where an agreement was signed after a hearing had been scheduled by the referee. Termination, modification, review and other petitions represent, not additional cases, but later developments of the same case.

(2) Insured cases (866, or 52.9 per cent) as against cases involving employers exempted from the compulsory insurance provision of the law, called self-insurers (767, or 46.9 per cent). Four cases were non-insured.

(3) Accident cases classified by severity; fatal (270, or 16.5 per cent); permanent disability (226, or 13.8 per cent); and temporary disability (1141, or 69.7 per cent).

Of the cases in this sample 86.8 per cent originated from industrial accidents occurring between January 1, 1931 and May 1, 1933. In order to secure a fair showing under the heads listed above, it was necessary to draw the remaining cases from earlier years.

It was the original intention of the Committee to make a two-fold analysis of this sample of 1637 cases; first, by a thorough examination into the records of each case at Harrisburg; second, by personal interview with every worker or his family. The first objective has been accomplished, and the results are designated in the Appendix Tables as

Part I. Within the natural restrictions of an examination based entirely on official records, the data secured in this way are always valuable, and often significant. Our conclusions on the needless delays of the Pennsylvania compensation system are derived largely from Part I data.

The objective of a personal interview with everyone of the 1637 workmen or their families requires a considerable staff of trained workers and in turn a money appropriation. After exploring every possibility the Committee discovered the second part of its program impossible without modification, and reluctantly cut its statistical sample to fit its facilities. In these changed circumstances the work of interviewing was thrown entirely on a small group of public-spirited volunteers, who as special investigators of the Department of Labor and Industry gave their time for expense money only.¹ Indeed without volunteers neither the first nor the second objectives of the Committee could have been achieved. With volunteer aid every Part I claimant in 4 of the largest counties of the state (Philadelphia, Allegheny, Luzerne and Dauphin) was investigated directly, and the Committee was able to get the worker's side of the compensation story in 375 cases. The number of cases is smaller than the Committee hoped and planned for, partly because of its lack of facilities, partly because of the disruptive effects of depression. For this reason we have not relied extensively on the results of these interviews, and quote them only when they point unmistakably in one direction. For this reason also we have not attempted to correlate these results, as we have Part I, with the 3 major factors listed above. It is interesting to note at the same time, that wherever a check is possible (as in the case of lawyers and doctors) these results coincide very closely with those of Part I.

¹ John A. Bachman, 302 Zara Street, Knoxville, Pittsburgh, Pa.; W. C. Chapman, 60 North Emily Street, Crafton, Pittsburgh, Pa.; Fred G. Peusch, Union Switch and Signal Co., Swissvale, Pa.; W. C. Carmichael, Kenniore Apts., Birmingham Ave., Avalon, Pittsburgh, Pa.; D. Walt Wagner, 314 Madison Avenue, Scranton, Pa.; Ira Cholerton, R. D. No. 4, Paxtonia, Pa.; Helen Cornfield, Rigby Avenue, Lansdowne, Pa.; Helen Crilley, Stewart Avenue, Lansdowne, Pa.; Mrs. Harriet Rosenau, 6609 Lawnton Ave., Phila.

APPENDIX B

Committee's Statistical Tables

TABLE IA. WORK DONE BY PENNSYLVANIA'S COMPENSATION REFEREES, 1932

Referee	CLAIM PETITIONS					OTHER PETITIONS					ALL PETITIONS
	Disposals				Averaged Elapsed Time (date assignment to date decision)	Disposals				Average Elapsed Time	Average number of cases disposed of each working day
	Total	Awarded	Dis-allowed	Other		Total	Granted	Refused	Other		
Philadelphia					(days)					(days)	(227 working days)
A -----	389	110	132	147	161.6	308	94	77	137	131.6	2.5
B -----	358	150	111	97	101.3	280	104	77	99	107.0	2.3
C -----	422	150	122	150	163.7	356	134	87	135	119.1	2.8
All Philadelphia -----	1,169	410	365	394	143.3	944	332	241	371	119.6	2.5
Pittsburgh											
D -----	233	100	57	76	169.7	219	92	61	66	172.6	1.6
E ¹ -----	185	82	39	64	141.2	190	66	51	73	155.3	1.8
F ² -----	94	40	25	29	106.9	121	38	31	52	112.6	1.5
All Pittsburgh -----	512	222	121	169	146.1	530	196	143	191	152.7	1.7
All City -----	1,681	632	486	563	144.2	1,474	528	384	562	131.5	2.1
Coal Region											
G -----	259	102	79	78	194.1	316	97	68	151	173.3	2.1
H -----	142	46	30	66	139.2	144	53	20	71	124.9	1.0
I -----	348	126	111	111	126.3	302	117	61	124	127.9	2.4
J -----	353	125	121	107	118.9	275	105	77	93	102.5	2.3
All Coal Region -----	1,102	399	341	362	139.5	1,037	372	226	439	134.6	1.9
Other											
K -----	198	84	52	62	117.2	200	96	49	55	145.2	1.4
L -----	310	133	102	75	81.2	354	165	106	83	81.2	2.4
M -----	282	75	98	109	84.2	271	81	62	128	83.1	2.0
N -----	300	123	97	80	109.1	368	136	89	143	97.3	2.4
O -----	221	61	99	61	81.0	194	71	59	64	83.3	1.6
All Other -----	1,311	476	448	387	93.9	1,387	549	365	473	95.3	1.9
All Referees -----	4,094	1,507	1,275	1,312	127.5	3,898	1,449	975	1,474	119.5	2.0

¹ Served three-fourths of year only.

² Served one-half of year only.

Source: Summarized from 1932 Petition Report, Commonwealth of Pennsylvania, Department of Labor and Industry Bureau of Statistics.

TABLE IB. ELAPSED TIME RECORD OF PENNSYLVANIA REFEREES ON IMPORTANT PETITION CASES, 1932

Kind of Case	Philadelphia						All Philadelphia		Pittsburgh						All Pittsburgh		All City	
	Number	Referee A Average Elapsed Time (days)	Number	Referee B Average Elapsed Time (days)	Number	Referee C Average Elapsed Time (days)	Number	Average Elapsed Time (days)	Number	Referee D Average Elapsed Time (days)	Number	Referee E ² Average Elapsed Time (days)	Number	Referee F ³ Average Elapsed Time (days)	Number	Average Elapsed Time (days)	Number	Average Elapsed Time (days)
Fatal Petitions awarded -----	27	241	21	106	29	187	77	184	19	250	13	288	6	146	38	247	115	205
disallowed -----	27	281	9	128	19	183	55	222	14	182	5	260	2	50	21	188	76	213
Disability Petitions awarded -----	83	146	128	82	121	152	332	124	81	161	69	155	34	110	184	149	516	133
disallowed -----	105	181	102	130	103	187	310	166	43	203	34	182	23	107	100	174	410	163
Termination Petitions granted -----	60	156	78	130	85	132	223	138	33	192	29	153	10	118	72	166	295	145
refused -----	25	167	24	128	22	105	71	135	33	209	25	149	10	110	68	172	139	153
Total -----	327	180	362	111	379	159	1,068	149	223	190	175	172	85	111	483	169	1,551	156

¹ Computed by arranging elapsed times in 7 frequency groups and multiplying the frequencies by the midpoint in each group. The effect of this method, compared with a straight arithmetic average, is to minimize the effect of extreme items.

² Served three-fourths of year only.

³ Served one-half of year only.

Source: Summarized from original records of Pennsylvania Workmen's Compensation Bureau.

TABLE IB (Cont'd): ELAPSED TIME RECORD OF PENNSYLVANIA REFEREES ON IMPORTANT PETITION CASES, 1932

Kind of Case	Coal Region								All Coal Region		Other								All Others		All Pa. Referees			
	Number	Referee G Average Elapsed Time (days)	Number	Referee H Average Elapsed Time (days)	Number	Referee I Average Elapsed Time (days)	Number	Referee J Average Elapsed Time (days)	Number	Average Elapsed Time (days)	Number	Referee K Average Elapsed Time (days)	Number	Referee L Average Elapsed Time (days)	Number	Referee M Average Elapsed Time (days)	Number	Referee N Average Elapsed Time (days)	Number	Referee O Average Elapsed Time (days)	Number	Average Elapsed Time (days)	Number	Average Elapsed Time (days)
Fatal Petitions awarded ---- disallowed --	34 16	284 259	9 10	147 292	29 18	233 211	22 18	175 172	94 62	230 225	14 7	163 125	22 17	144 207	12 19	219 234	23 22	167 210	11 9	132 101	82 74	163 204	291 212	201 212
Disability Petitions awarded ---- disallowed --	69 63	201 193	37 20	156 145	97 93	135 124	103 103	113 134	306 279	145 145	70 45	135 123	111 85	76 84	63 79	83 62	100 75	123 106	50 90	97 83	394 374	102 89	1,216 1,063	126 134
Termination Petitions granted ----- refused -----	26 27	228 189	21 7	146 211	46 12	132 121	32 27	113 99	125 73	149 147	29 22	109 164	74 38	76 92	36 19	74 66	40 31	124 114	31 22	79 95	210 132	90 106	630 344	125 134
Total -----	235	216	104	168	295	145	305	127	939	159	187	134	347	90	228	93	291	127	213	94	1,266	106	3,756	139

TABLE II. THE STORY OF DELAY IN DISPOSING OF CLAIM PETITIONS (383 Petitions: Part I*) (¹)

Delay in Days	Delay between filing claim petition and assignment to referee		Delay between assignment to referee and referee's hearing		Delay between referee's hearing and referee's decision		Delay between filing claim petition and referee's decision	
	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %
1- 30 -----	380	99.2	68	17.8	255	66.6	11	2.9
31- 60 -----	1	99.5	115	47.8	55	80.9	74	22.2
61- 90 -----	1	99.7	70	66.1	32	89.3	79	42.8
91-120 -----	0	99.7	45	77.8	13	92.7	57	57.7
121-150 -----	0	99.7	20	83.0	6	94.3	38	67.6
151-180 -----	1	100.0	23	89.0	7	96.1	34	76.5
181-360 -----	0	100.0	38	99.0	13	99.5	76	96.3
Over 360 -----	0	100.0	4	100.0	2	100.0	14	100.0
All Claim Petitions -----	383	100.0	383	100.0	383	100.0	383	100.0
Average Delay in Days (Median) -----	6		65		18		---	
Average Delay in Days (Arithmetic) ---	7		88		37		132	

¹ 5 cases involved 2 claim petitions each.

* Part I refers to questionnaire completed by examination of case records on file in the Bureau of Workmen's Compensation.

TABLE III. FAILURE OF PENNSYLVANIA REFEREES TO AWARD INTEREST IN CLAIM PETITION CASES (383 Petitions: Part I) ⁽¹⁾

	All Claim Petitions	Referee Failed to Award Interest as Required		Referee Awarded Interest as Required		Petitions Excluded from Analysis because:	
						Accident Occurred before Effective Date of Interest Provision	Compensation Not Awarded
		Number of Petitions	Per Cent	Number of Petitions	Per Cent	Number of Petitions	Number of Petitions
Classified by Insurance Status							
Insured	232	50	22.7	170	77.3	7	5
Self-Insured	148	56	39.7	85	60.3	5	2
Non-Insured	3	1	33.3	2	66.7	--	--
Classified by Severity							
Temporary Disability	227	54	24.7	165	75.3	3	5
Permanent Disability	83	34	47.2	38	52.8	9	2
Total Disability	73	19	26.0	54	74.0	--	--
All Claim Petitions	383	107	29.4	257	70.6	12	7

¹ 5 cases involved 2 claim petitions each.**TABLE IV: DEPENDENCE ON LAWYERS IN PETITION CASES (503 Petitions: Part I) ⁽¹⁾**

Number of Lawyers	All Petitions		Insurance Status						Severity						Kind of Petition					
			Insured		Self-Insured		Non-Insured		Temporary Disability		Permanent Disability		Fatal		Claim		Termination		Modification, Review, etc.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
None	14	2.8	9	3.0	4	2.0	1	33.3	11	3.2	2	2.3	1	1.3	6	1.6	5	6.1	3	7.9
1 for claimant	6	1.2	4	1.3	1	.5	1	33.3	5	1.5	1	1.1			4	1.0	2	2.4		
1 for defendant	122	24.2	89	29.7	32	16.0	1	33.4	98	28.8	14	16.0	10	13.3	87	22.7	28	34.2	7	18.4
2 for defendant	5	1.0	5	1.7					4	1.2	1	1.1			3	.8	1	1.2	1	2.7
1 for each party	313	62.2	165	55.0	148	74.0			194	57.1	63	71.6	56	74.7	246	64.2	44	53.7	23	60.5
1 for claimant																				
2 or more for defendant	26	5.2	20	6.7	6	3.0			20	5.9	4	4.5	2	2.7	20	5.2	2	2.4	4	10.5
2 or more for claimant																				
1 for defendant	11	2.2	3	1.0	8	4.0			5	1.4	3	3.4	3	4.0	11	2.9				
2 or more for each party	6	1.2	5	1.6	1	.5			3	.9			3	4.0	6	1.6				
All Petitions	503	100.0	300	100.0	200	100.0	3	100.0	340	100.0	88	100.0	75	100.0	383	100.0	82	100.0	38	100.0

¹ 383 claim petitions, plus 120 termination and other petitions. 5 claim petition cases involved 2 claim petitions each.**TABLE V: FAILURE OF INSURANCE COMPANIES AND SELF-INSURERS TO COMPLY WITH FIRST-PAYMENT RECEIPT FILING REQUIREMENT IN AGREEMENT CASES (1250 Cases: Part I) ¹**

Kind of Case	No Receipt Filed		Receipt Filed		Insurance Status								Severity							
					Insured				Self-Insured				Temporary Disability							
					Insured		Self-Insured		Insured		Self-Insured		Insured		Self-Insured					
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Straight Agreement	655	60.7	424	39.3	336	61.7	209	38.3	319	59.7	215	40.3	259	65.7	135	34.3	237	66.8	118	33.2
Claim Petition Filed after Signing Agreement	61	70.9	25	29.1	34	70.8	14	29.2	27	71.1	11	28.9	34	70.8	14	29.2	27	71.1	11	28.9
Claim Petition Filed and Hearing Held	10	31.3	22	68.7	5	26.3	14	73.7	5	38.5	8	61.5	4	22.2	14	77.8	5	41.7	7	58.3
Claim Petition Filed, No Hearing	19	30.6	43	69.4	15	34.1	29	65.9	4	22.2	14	77.8	14	33.3	28	66.7	1	8.3	11	91.7
All Agreement Cases	745	59.2	514	40.8	390	59.5	266	40.5	355	58.9	248	41.1	311	62.0	191	38.0	270	64.7	147	35.3

¹ Include 83 claim petition cases in which an agreement was signed after a hearing was scheduled.

TABLE V (Cont'd): FAILURE OF INSURANCE COMPANIES AND SELF-INSURERS TO COMPLY WITH FIRST-PAYMENT RECEIPT FILING REQUIREMENT IN AGREEMENT CASES (1259 Cases: Part I)¹

Kind of Case	Severity															
	Permanent Disability								Fatal							
	Insured				Self-Insured				Insured				Self-Insured			
	No Receipt Filed		Receipt Filed		No Receipt Filed		Receipt Filed		No Receipt Filed		Receipt Filed		No Receipt Filed		Receipt Filed	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Straight Agreement -----	37	48.1	40	51.9	36	57.1	27	42.9	40	54.1	34	45.9	46	39.7	70	60.3
Claim Petition Filed After Signing Agreement -----																
Claim Petition Filed and Hearing Held -----	1	100.0													1	100.0
Claim petition Filed, No Hearing -----	1	50.0	1	50.0									3	50.0	3	50.0
All Agreement Cases -----	39	48.8	41	51.2	36	57.1	27	42.9	40	54.1	34	45.9	49	39.8	74	60.2

¹ Include 83 claim petition cases in which an agreement was signed after a hearing was scheduled.**TABLE VI: DELAY IN MAKING FIRST PAYMENT AFTER REFEREE'S DECISION IN CLAIM PETITION CASES (383 Petitions: Part I)¹**

Delay in Days	All Claim Petitions		Insurance Status						Severity					
			Insured		Self-Insured		Non-Insured		Temporary Disability		Permanent Disability		Fatal	
	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %	Number of Petitions	Cumulative %
First payment before referee's decision -----	11	3.5	7	3.6	4	3.5			10	5.2	1	1.6		
1—10 -----	50	19.6	40	23.9	10	12.3			33	22.4	10	17.2	7	12.5
11—20 -----	73	42.9	37	42.6	36	43.9			45	45.8	16	42.2	12	33.9
21—30 -----	43	56.7	24	54.8	19	60.5			27	59.9	10	57.8	6	44.6
31—60 -----	35	67.9	21	65.5	14	72.8			21	70.8	10	73.4	4	51.8
61—120 -----	27	76.6	17	74.1	10	81.6			16	79.2	5	81.3	6	62.5
121—180 -----	25	84.6	20	84.3	5	86.0			17	88.0	4	87.5	4	69.6
181—360 -----	24	92.3	20	94.4	4	89.5			10	93.2	5	95.3	9	85.7
1—1½ years -----	24	100.0	11	100.0	12	100.0	1	100.0	13	100.0	3	100.0	8	100.0
Claim Petitions, Record Available -----	312	100.0	197	100.0	114	100.0	1	100.0	192	100.0	64	100.0	56	100.0
Claim Petitions, No Record -----	71		35		34		2		34		20		17	
All Claim Petitions -----	383		232		148		3		226		84		73	
Average Delay (Median) -----	26		27		24		931		24		26		53	

¹ 5 cases involved 2 claim petitions each.**TABLE VII: CAUSES OF CONTROVERSY IN PETITION CASES (503 Petitions: Part I)¹**

	Total	Medical Question		Non-Medical Question		Mixed Medical and Non-Medical Question		No Information
		Number	%	Number	%	Number	%	
Insurance Status								
Insured -----	300	175	61.9	83	29.3	25	8.8	17
Self-Insured -----	200	111	55.7	65	34.4	13	6.9	11
Non-Insured -----	3			3	100.0			
Severity								
Temporary Disability -----	340	219	68.2	77	24.0	25	7.8	19
Permanent Disability -----	88	51	60.7	26	31.0	7	8.3	4
Fatal -----	75	16	22.8	48	68.6	6	8.6	5
Kind of Petition								
Claim Petition -----	383	193	53.0	134	36.8	37	10.2	19
Termination Petition -----	82	71	91.0	7	9.0			4
Modification Petition -----	38	22	66.7	10	30.3	1	3.0	5
All Petitions -----	503	286	60.2	151	31.8	38	8.0	23

¹ 383 claim petitions, plus 120 termination and other petitions.
5 claim petition cases involved 2 claim petitions each.

TABLE VIII: EXTENT OF MEDICAL TESTIMONY IN PETITION CASES (503 Petitions: Part I)¹

Number of Doctors Testifying	All Petitions		Insurance Status						Severity						Kind of Petition					
			Insured		Self-Insured		Non-Insured		Temporary Disability		Permanent Disability		Fatal		Claim		Termination		Other	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
None	174	34.6	95	31.7	78	39.0	1	33.3	100	29.4	28	31.8	46	61.3	136	35.5	21	25.6	17	44.7
1 for claimant	108	21.4	78	26.0	28	14.0	2	66.7	77	22.6	24	27.3	7	9.3	99	25.8	3	3.7	6	15.8
2 for claimant	22	4.4	17	5.7	5	2.5			11	3.2	6	6.8	5	6.7	21	5.5	1	1.2		
1 for defendant	51	10.1	29	9.7	22	11.0			44	12.9	3	3.4	4	5.3	26	6.8	23	28.0	2	5.3
2 or more for defendant	18	3.6	9	3.0	9	4.5			15	4.4	3	3.4			10	2.6	8	9.8		
1 for each	50	9.9	28	9.3	22	11.0			40	11.8	9	10.2	1	1.3	34	8.9	10	12.2	6	15.8
1 for claimant, 2 or more for defendant	30	6.0	13	4.3	17	8.5			24	7.1	4	4.6	2	2.7	20	5.2	8	9.8	2	5.3
2 or more for claimant, 1 for defendant	17	3.4	11	3.7	6	3.0			10	2.9	2	2.3	5	6.7	14	3.7	1	1.2	2	5.3
2 or more for each	13	2.6	7	2.3	6	3.0			7	2.1	3	3.4	3	4.0	11	2.9	1	1.2	1	2.6
Impartial	3	.6	1	.3	2	1.0			2	.6	1	1.1			2	.5	1	1.2		
Impartial for claimant	3	.6	2	.7	1	.5			3	.9					2	.5	1	1.2		
Impartial for defendant	7	1.4	7	2.3					3	.9	4	4.6			3	.8	2	2.4	2	5.3
Impartial for claimant and defendant	7	1.4	3	1.0	4	2.0			4	1.2	1	1.1	2	2.7	5	1.3	2	2.4		
All Petitions	503	100.0	300	100.0	200	100.0	3	100.0	340	100.0	88	100.0	75	100.0	383	100.0	82	99.9	38	100.1

¹ 383 claim petitions plus 120 termination and other petitions.
5 claim petition cases involved 2 claim petitions each.

TABLE IX: DELAY IN REPORTING ACCIDENTS IN CLAIM PETITION CASES (378 Cases: Part I)

Delay in Days	All Claim Petition Cases		Insurance Status						Severity					
			Insured		Self-Insured		Non-Insured		Temporary Disability		Permanent Disability		Fatal	
	Number of Cases	Cumulative %	Number of Cases	Cumulative %	Number of Cases	Cumulative %	Number of Cases	Cumulative %	Number of Cases	Cumulative %	Number of Cases	Cumulative %	Number of Cases	Cumulative %
1-30	170	45.0	110	47.8	60	41.4			83	37.2	40	48.8	47	64.6
31-60	25	51.6	19	56.1	6	45.5			14	43.5	7	57.3	4	69.9
61-90	18	56.3	14	62.2	3	47.6	1	33.3	13	49.3	2	59.8	3	74.0
91-120	3	57.1	3	63.5		47.6		33.3	2	50.2		59.8	1	75.3
121-150	12	60.3	8	67.0	4	50.3		33.3	6	52.9	5	65.9	1	76.7
151-180	4	61.4	2	67.8	2	51.7		33.3	2	53.8	2	68.3		76.7
181-360	17	65.9	7	70.9	10	58.6		33.3	10	58.3	3	72.0	4	82.2
Over 360	8	68.0	3	72.2	5	62.1		33.3	2	59.2	2	74.4	4	87.7
No Accident Report Filed	121	100.0	64	100.0	55	100.0	2	100.0	91	100.0	21	100.0	9	100.0
All Claim Petition Cases	378	100.0	230	100.0	145	100.0	3	100.0	223	100.0	82	100.0	73	100.0
Average Delay (Median)	23		23		22		69		24		24		22	

TABLE X: RESERVES MAINTAINED BY PENNSYLVANIA SELF-INSURERS AGAINST COMPENSATION LIABILITIES INCURRED (as of September 1933)

Industry Group	Number of Companies with Liability ¹	Compensation Liability Incurred			Compensation Liability Partially or Wholly Uncovered					
		Determine Claims \$	Indetermine Claims \$	All Claims \$	Companies with No Reserve		Companies with Partial Reserves		All Companies with Liability Partially or Wholly Uncovered	
					No.	Incurred Liabilities Wholly Uncovered \$	No.	Excess of Incurred Liabilities over Reserves \$	No.	Excess of Incurred Liabilities over Reserves \$
Construction and Contracting -----	6	68,780	20,562	89,342	1	8,978	1	6,287	2	15,265
General Manufacturing (excluding Metals) -----	40	384,952	61,188	446,140	17	263,980	3	20,780	20	284,760
Metal Manufacturing -----	69	1,347,774	521,543	1,869,317	20	443,180	12	99,858	32	543,038
Anthracite Coal -----	30	5,432,109	1,769,165	7,201,274	3	266,177	11	1,635,151	14	1,901,328
Bituminous Coal & Coke -----	64	2,619,816	888,007	3,507,823	8	858,100	11	340,197	19	1,198,297
Quarrying -----	11	183,957	63,917	247,874	2	200,488	1	2,289	3	202,777
Steam Railroads -----	31	515,809	194,543	710,352	14	394,847	6	21,043	20	415,890
Other Transportation -----	18	174,179	71,430	245,609	4	6,736	6	70,687	10	77,423
Public Utilities -----	25	303,693	46,236	349,929	7	35,752	5	25,295	12	61,047
Merchandising -----	8	20,767	24,160	44,927	3	27,252	-----	-----	3	27,252
Financial -----	2	9,861	4,549	14,410	1	13,494	-----	-----	1	13,494
Miscellaneous -----	4	1,125	3,945	5,070	2	3,415	-----	-----	2	3,415
All Industrial Groups -----	308	11,062,822	3,669,245	14,732,067	82	2,522,399	56	2,221,587	138	4,743,986

¹ The entire list of Pennsylvania self-insurers with liability. Subsidiaries exempted under exemption granted the parent corporation regarded as separate companies.



GRAPHIC PRESENTATION OF THE PENNSYLVANIA WORKMEN'S COMPENSATION SYSTEM

INCLUDING COMPARISONS WITH WORKMEN'S COMPENSATION LAWS OF OTHER STATES

1. OCCUPATIONAL DISEASE COVERAGE OF STATE WORKMEN'S COMPENSATION LAWS.
2. GRAPHIC COMPARISON OF MEDICAL CARE OF WORKERS INJURED IN INDUSTRY—NEW YORK & PENNSYLVANIA.
3. MEDICAL BENEFITS COMPARISON—WORKMEN'S COMPENSATION LAWS—ALL STATES.
4. MEDICAL BENEFITS—EASTERN INDUSTRIAL STATES.
5. HISTORICAL DEVELOPMENT OF MEDICAL BENEFITS—ALL STATES.
6. MAXIMUM AMOUNTS FOR TOTAL DISABILITY—WORKMEN'S COMPENSATION LAWS—ALL STATES.
7. MAXIMUM AMOUNTS FOR TOTAL DISABILITY—EASTERN INDUSTRIAL STATES.
8. COMPARISON OF MAXIMUM WEEKS AND PERCENT OF WAGES FOR TOTAL DISABILITY—ALL STATES.
9. MAXIMUM WEEKS AND PERCENT OF WAGES IN DISABILITY CASES—EASTERN INDUSTRIAL STATES.
10. WEEKLY PAYMENT FOR TOTAL DISABILITY—MINIMUM AND MAXIMUM—WORKMEN'S COMPENSATION LAWS—ALL STATES.
11. WEEKLY PAYMENT FOR TOTAL DISABILITY—EASTERN INDUSTRIAL STATES.
12. MAXIMUM AMOUNTS FOR DEATH—WORKMEN'S COMPENSATION LAWS—ALL STATES.
13. MAXIMUM AMOUNTS FOR DEATH—EASTERN INDUSTRIAL STATES.
14. MAXIMUM AMOUNTS PAID TO WIDOWS IN FATAL CASES—WORKMEN'S COMPENSATION LAWS—ALL STATES.
15. MAXIMUM WEEKS AND PERCENT OF WAGES PAID TO WIDOWS IN FATAL CASES—ALL STATES.
16. MAXIMUM WEEKS AND PERCENT OF WAGES PAID TO WIDOWS IN FATAL CASES—EASTERN INDUSTRIAL STATES.
17. WAITING PERIOD—TYPE AND LENGTH—WORKMEN'S COMPENSATION LAWS—ALL STATES.
18. WAITING PERIOD—TYPE AND LENGTH—EASTERN INDUSTRIAL STATES.
19. SUPPLEMENTAL COMPENSATION FOR INJURIES—WORKMEN'S COMPENSATION LAWS—UNITED STATES.
20. THE UNEQUAL PROTECTION OF INDUSTRIAL ACCIDENT LAWS OF THE UNITED STATES.
21. LIBERALITY OF STATE COMPENSATION LAWS CONTRASTED WITH INDUSTRIAL RANK.
22. COMPARATIVE LIBERALITY OF EASTERN INDUSTRIAL STATES—WORKMEN'S COMPENSATION LAWS.
23. LIBERALITY OF STATE COMPENSATION LAWS CONTRASTED WITH LIBERALITY IN WAGES.
24. ESTIMATED NUMBER OF WORKMEN COVERED AND NOT COVERED BY WORKMEN'S COMPENSATION LAWS.
25. INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION—ALL EMPLOYMENTS—PENNA., 1932.
26. INSURANCE COVERAGE AND COMPENSATION—ANTHRACITE INDUSTRY.
27. INSURANCE COVERAGE AND COMPENSATION—BITUMINOUS COAL INDUSTRY.
28. INSURANCE COVERAGE AND COMPENSATION—METAL INDUSTRIES.
29. INSURANCE COVERAGE AND COMPENSATION—ALL EMPLOYMENTS OTHER THAN ANTHRACITE, BITUMINOUS AND METAL.
30. PERCENTAGE OF COMPENSABLE EMPLOYMENT AND PAYROLLS COVERED BY SELF-INSURANCE—PENNA.—1932.
31. PORTIONS OF OUTSTANDING LIABILITY OF SELF-INSURERS COVERED BY VARIOUS TYPES OF RESERVES—PENNA.—JULY, 1933.

COMMONWEALTH OF PENNSYLVANIA



DEPARTMENT OF LABOR AND INDUSTRY
HARRISBURG

THE SECRETARY

September 19, 1934

Honorable Gifford Pinchot,
Governor of Pennsylvania,
Harrisburg, Pennsylvania.

Dear Governor Pinchot:

I am transmitting herewith a graphic analysis of the Pennsylvania Workmen's compensation system. A special effort has been made to indicate just how Pennsylvania compares with other states in the more important provisions of workmen's compensation.

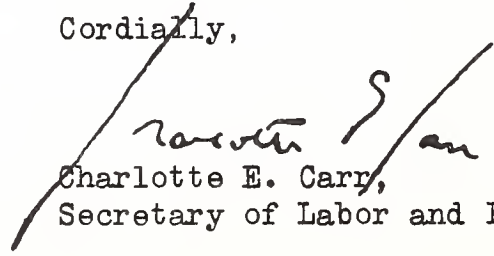
This analysis was made possible by your appointment of an Advisory Committee on Workmen's Compensation. The Committee sponsored and supervised a Civil Works Administration project under which a group of architects in Philadelphia were employed. These architects evolved the technique of presentation used in this analysis which I believe is unique in the effort to present in modern graphic form social data as involved as a nationwide comparison of workmen's compensation.

The architects were under the immediate technical supervision of Mr. Philip Ragan and under the general supervision of the Advisory Committee of which Dr. Stephen B. Sweeney, Director of Workmen's Compensation, is Chairman, and Mr. William J. Maguire, Director of Accounts and Statistics, is Statistical Advisor.

The other members of the Committee are:

Dr. C. A. Kulp, Philadelphia,
Professor of Insurance, University of Pennsylvania and
Chairman of the Governor's Commission on Workmen's Compensation.
Dr. L. K. Ferguson, Philadelphia,
Surgical Clinic of the University of Pennsylvania Hospital.
Shippen Lewis, Philadelphia,
Attorney and Chairman of the Commission on Special Policing
in Industry.
Roger Dever, Wilkes-Barre,
General Counsel of the United Mine Workers.
Dr. Walter S. Donaldson, Pittsburgh,
Secretary of the Medical Society of the State of Pennsylvania.
Harold S. Hampson, Warren,
Attorney and Compensation Counsellor.
Earl White, Reading,
Director, Workmen's Compensation Division, Federated Trades Council.
Dr. Gladys L. Palmer, Philadelphia,
Research Associate, University of Pennsylvania.

Cordially,


Charlotte E. Carr,
Secretary of Labor and Industry.

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COMMONWEALTH OF PENNSYLVANIA

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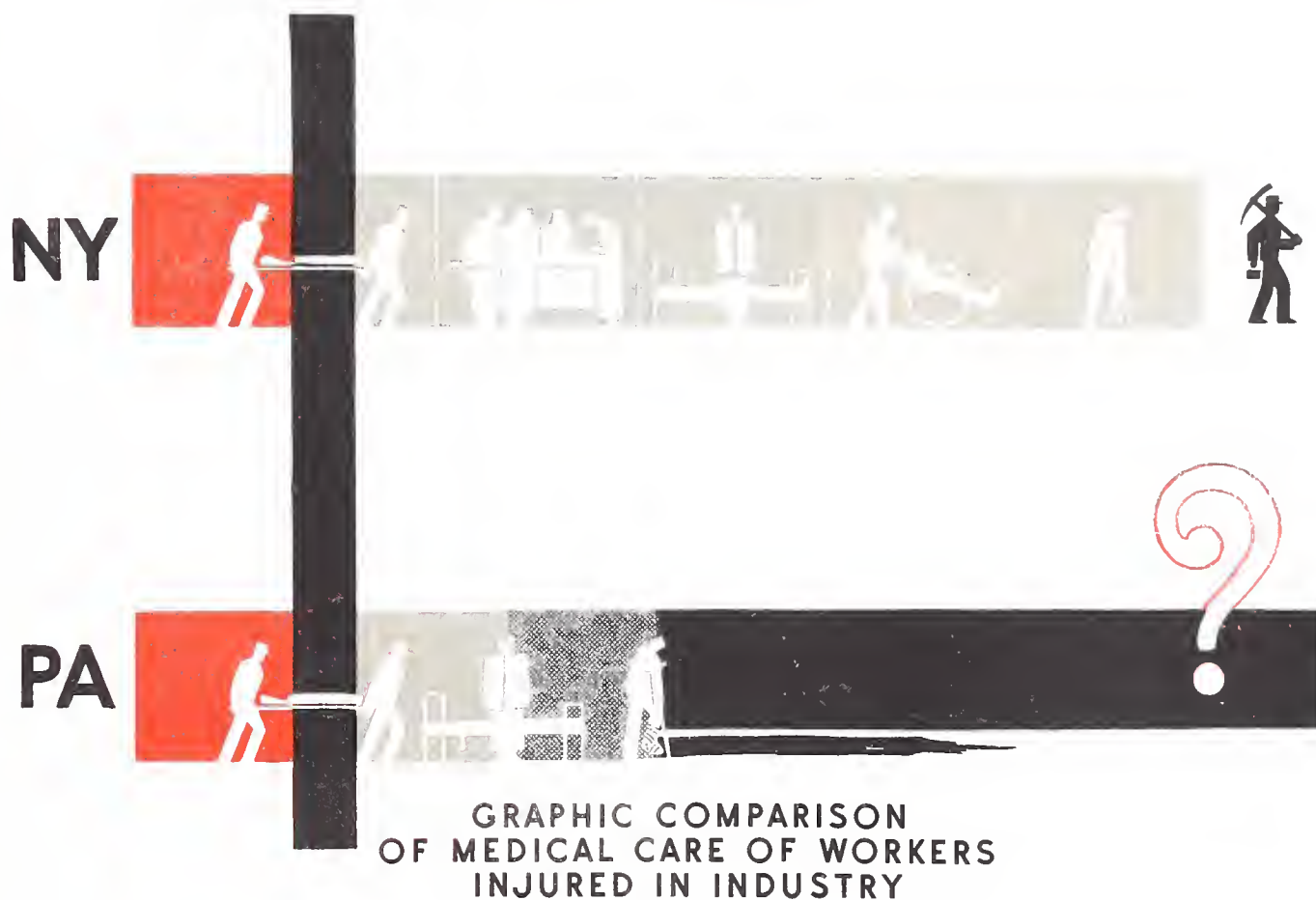
A map of the United States divided into states. Red symbols are placed in several states: California, Washington, Oregon, Idaho, Nevada, Arizona, New Mexico, Texas, Oklahoma, Kansas, Nebraska, South Dakota, North Dakota, Minnesota, Iowa, Missouri, Arkansas, Louisiana, Mississippi, Alabama, Georgia, Florida, South Carolina, North Carolina, Virginia, West Virginia, Kentucky, Tennessee, Indiana, Michigan, Wisconsin, Illinois, Ohio, Pennsylvania, Delaware, Maryland, Connecticut, Rhode Island, Massachusetts, Vermont, New Hampshire, Maine, New York, New Jersey, and Pennsylvania. The symbols include a red 'S' with a horizontal bar, a red 'B' with a horizontal bar, and a red 'C' with a horizontal bar. Some states are shaded black, indicating no coverage.

- SOURCE: U. S. DEPARTMENT OF LABOR BUREAU OF LABOR STATISTICS
REPORT ON OCCUPATIONAL DISEASE, 1934, SERIAL NO. 8, 13.

SOCIOGRAPHICS

PREPARED FOR PENNSYLVANIA DEPT LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

2



SOCIOGRAPHICS = ACCIDENT

= STATE PROVISION

 = PRIVATE SAVINGS AND CHARITY

 $\square = 3$

SOURCE: MEDICAL RELATIONS UNDER WORKMEN'S COMPENSATION, AMERICAN MEDICAL ASSOCIATION 1933

PREPARED FOR PENNSYLVANIA DEPT LABOR & INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

THE UNLIMITED MEDICAL BENEFITS PROVIDED IN THE NEW YORK WORKMEN'S COMPENSATION LAW GIVE AN INJURED WORKER REASONABLE ASSURANCE OF ADEQUATE MEDICAL CARE UNTIL HE IS ABLE TO RETURN TO WORK. IN PENNSYLVANIA INJURED WORKERS MUST DEPEND ON SAVINGS OR CHARITY AFTER THE FIRST THIRTY DAYS OF DISABILITY.

KEY

- MEDICAL BENEFITS - \$100 UNLIMITED DOLLARS
- MEDICAL BENEFITS - 30 DAYS UNLIMITED

STATES RANGED IN ORDER
OF VALUE OF PRODUCTS

Y.
Z.

A.

ה.נ.

MASS.



W. VA.

SOCIOGRAPHICS

SOURCE: MEDICAL RELATIONS UNDER
WOMEN'S COMPENSATION
AMERICAN MEDICAL ASSOCIATION-1933

PREPARED FOR PENNSYLVANIA DEPT LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934.

EVERY ONE OF PENNSYLVANIA'S IMPORTANT NEIGHBORING INDUSTRIAL STATES HAS MEDICAL BENEFITS UNLIMITED AS TO TIME OR AMOUNT OR BOTH.

MEDICAL BENEFITS COMPARISON WORKMEN'S COMPENSATION LAWS ALL STATES

TATES LISTED IN ORDER OF LIBERALITY OF BENEFITS

GRAY = BOARD MAY EXTEND

= TIME NO LIMIT

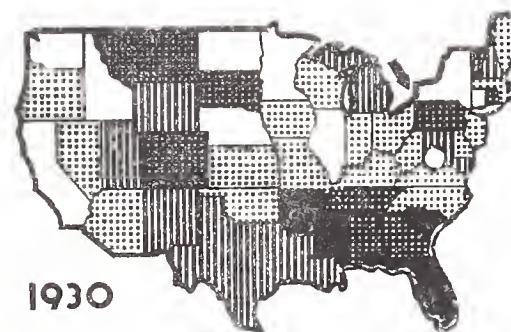
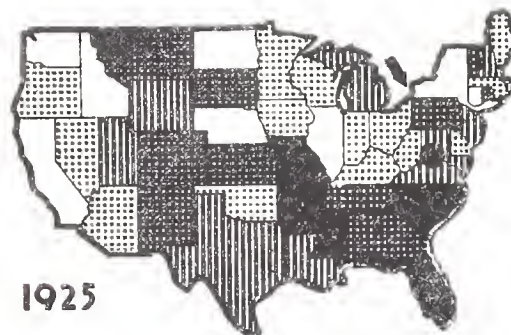
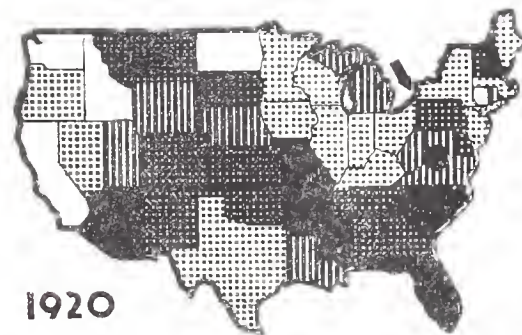
 = 30 DAYS  = \$100






PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

MEDICAL BENEFITS MAY BE LIMITED EITHER AS TO THE TIME DURING WHICH THEY ARE ALLOWED OR AS TO THE AMOUNT OF MONEY ALLOWED. THIRTY STATES PROVIDE NO LIMIT ON EITHER ONE OR BOTH OF THESE BENEFITS. PENNSYLVANIA LIMITS BOTH TIME AND AMOUNT AND RANKS 43RD.

HISTORICAL DEVELOPMENT OF MEDICAL BENEFITS WORKMEN'S COMPENSATION LAWS - UNITED STATES

WC-10



-  = NO LIMITATION AS TO TIME OR COST OF TREATMENT
-  = BOARD MAY WAIVE LIMITATION ON TIME OR COST OF TREATMENT
-  = EITHER TIME OR COST OF TREATMENT DEFINITELY LIMITED
-  = BOTH TIME AND COST OF TREATMENT DEFINITELY LIMITED
-  = NO WORKMENS COMPENSATION LAW

SOURCE: MEDICAL RELATIONS UNDER WORKMENS COMPENSATION.
AMERICAN MEDICAL ASSOCIATION

SOCIOGRAPHICS
PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMENS COMPENSATION-1934

WITH VERY FEW EXCEPTIONS THE VARIOUS STATES HAVE LIBERALIZED THE MEDICAL BENEFIT FEATURES OF THEIR LAWS DURING THE LAST FIFTEEN YEARS. PENNSYLVANIA'S MEDICAL BENEFITS HAVE REMAINED UNCHANGED FROM THE LEAST LIBERAL TYPE.

**MAXIMUM AMOUNTS
FOR TOTAL DISABILITY
WORKMEN'S COMPENSATION LAWS
OF EASTERN INDUSTRIAL STATES**



EACH COMPLETE MONEY BAG = \$1,000
ARROW = AN INDEFINITE AMOUNT
* = ESTIMATED MAXIMUM

ARK. FLA., MISS., S. C. NO WORKMENS COMPENSATION LAWS.
SOCIOGRAPHICS
IN CALIFORNIA

THE MARKED LIBERALITY OF LAWS WITH UNLIMITED AMOUNT FOR TOTAL
DISABILITY AS CONTRASTED WITH LIMITED AMOUNT LAWS IS SHOWN.
PENNSYLVANIA RANKS 29TH.

ADVISORY COMMITTEE ON WORKMENS COMPENSATION 1934

SOURCE: U. S. DEPARTMENT OF LABOR BULLETIN 474
AND SUPPLEMENT INFORMATION

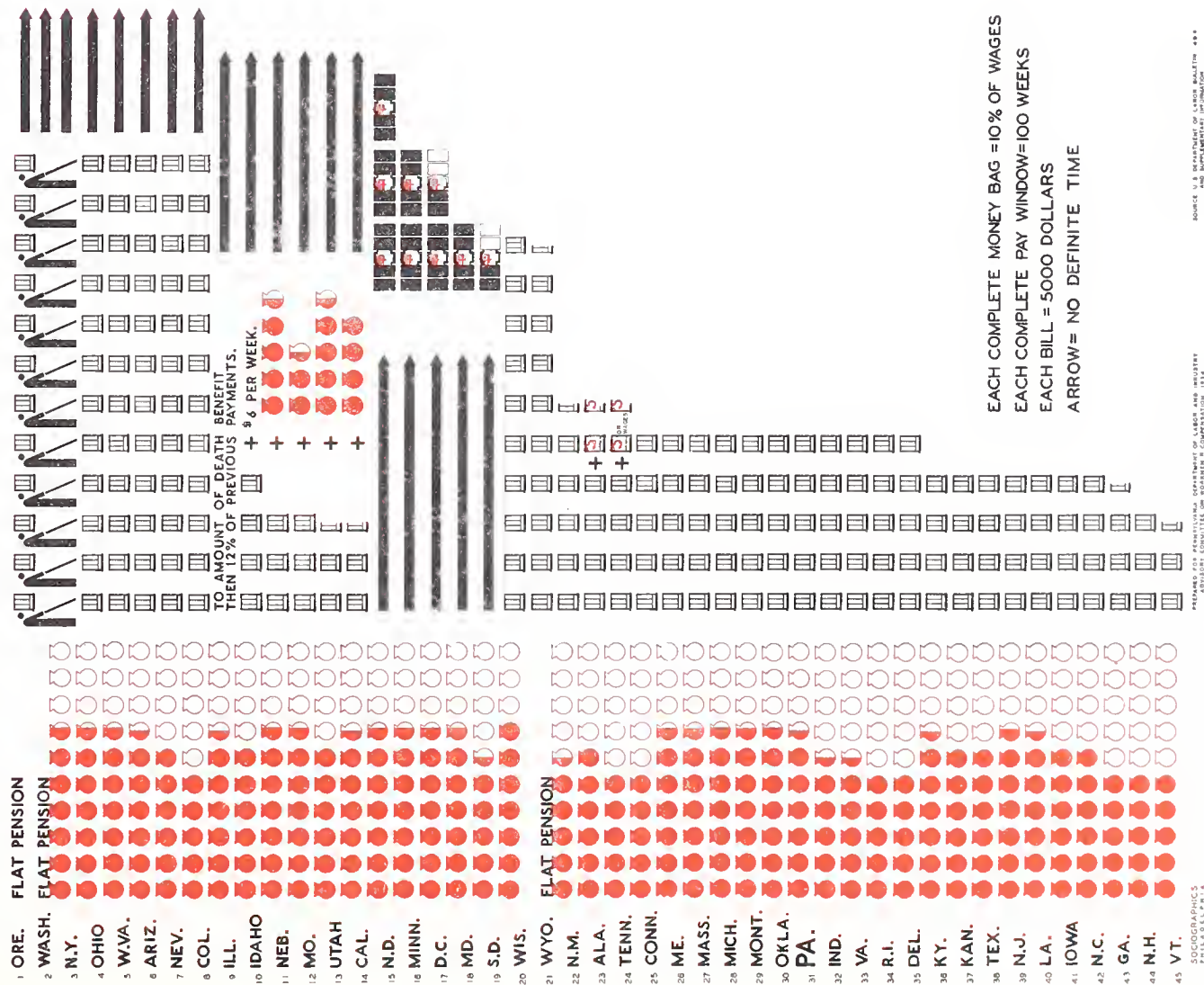
PREPARED FOR PENNSYLVANIA DEPT LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

SOCIODIAGNOSTICS
 PHILADELPHIA

SOURCE: U. S. DEPT OF LABOR BULLETIN 496
WITH CORRECTIONS

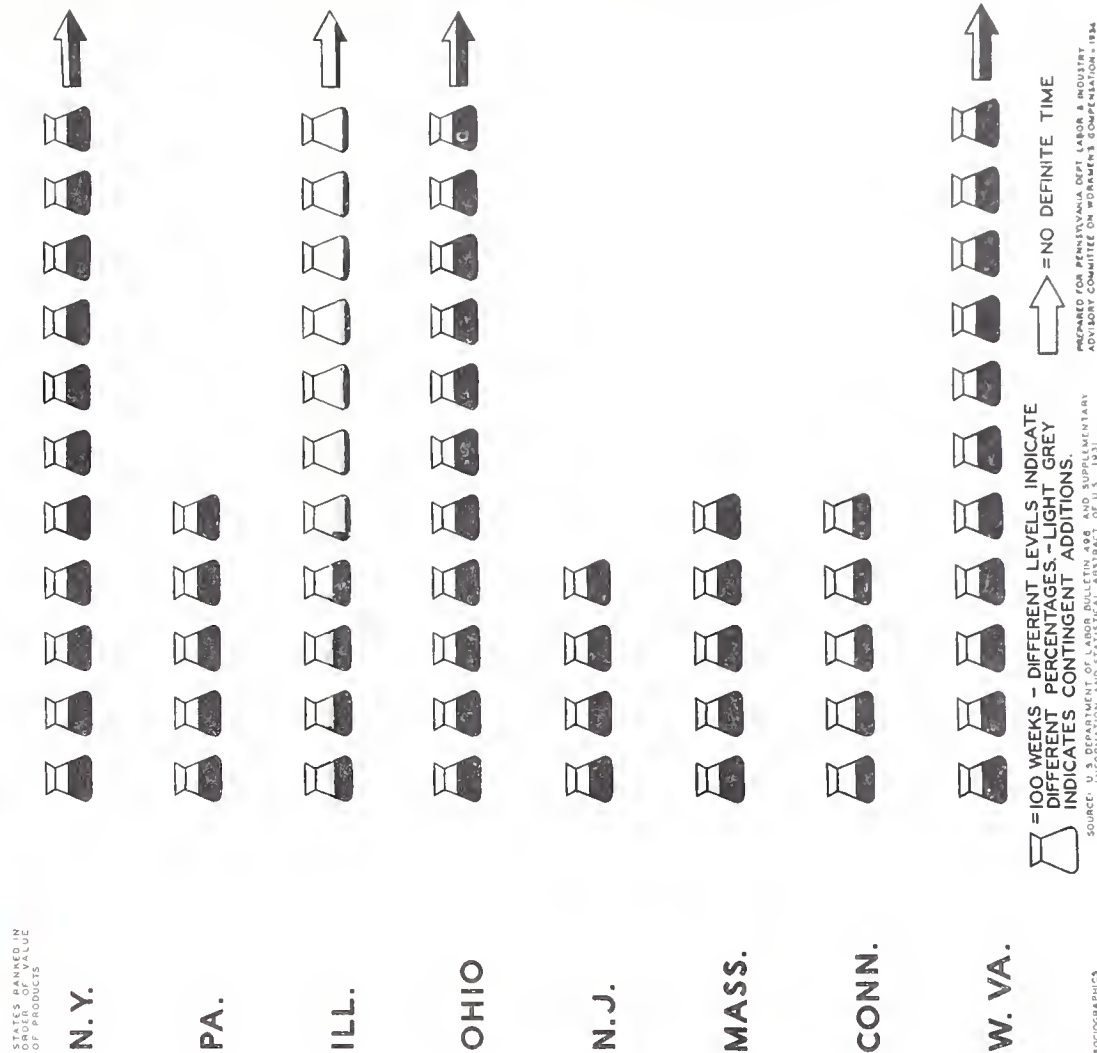
A FURTHER PICTORIZATION OF THE EFFECT OF LIMITED AMOUNTS FOR TOTAL
DISABILITY IN TERMS OF COST OF LIVING ITEMS IS SHOWN FOR
PENNSYLVANIA AND NEIGHBORING STATES.

**COMPARISON OF MAXIMUM WEEKS
AND PER CENT OF WAGES FOR TOTAL DISABILITY
WORKMEN'S COMPENSATION LAWS ALL STATES.**



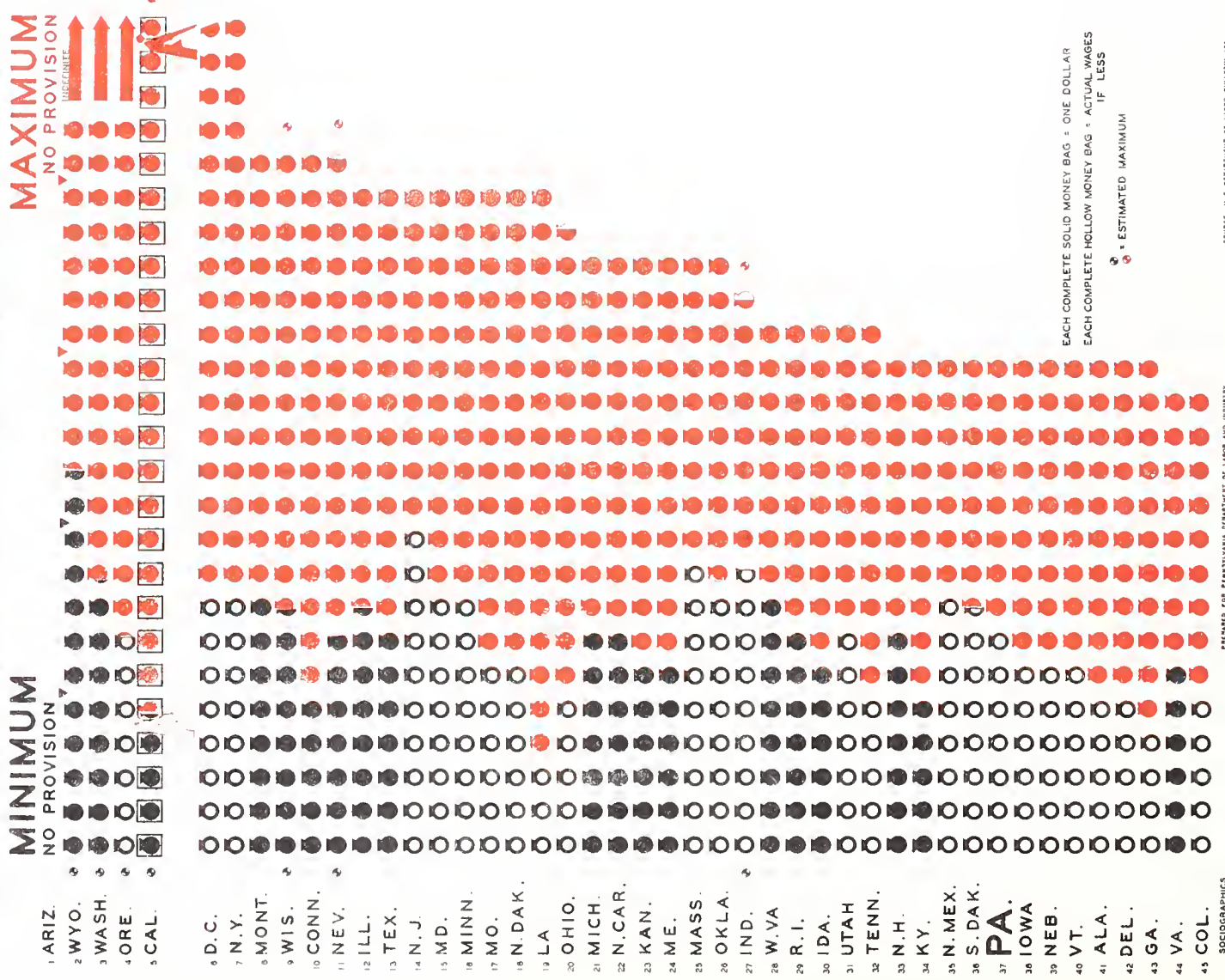
THIS SHOWS THE RELATIVELY SHORT PERIOD OF PAYMENT FOR TOTAL DIS-
ABILITY IN STATES WHERE THE LAW IS OF THE LIMITED PERIOD TYPE.
PENNSYLVANIA RANKS 31ST.

MAXIMUM WEEKS AND
PER CENT OF WAGES IN
DISABILITY CASES
WORKMEN'S COMPENSATION LAWS -
EASTERN INDUSTRIAL STATES



PENNSYLVANIA'S RELATIVE POSITION TO ITS NEIGHBORING STATES WITH RESPECT TO LIMITATION ON THE PERIOD OF TOTAL DISABILITY BENEFITS IS SHOWN HERE.

WEEKLY PAYMENT FOR TOTAL DISABILITY WORKMEN'S COMPENSATION LAWS-ALL STATES

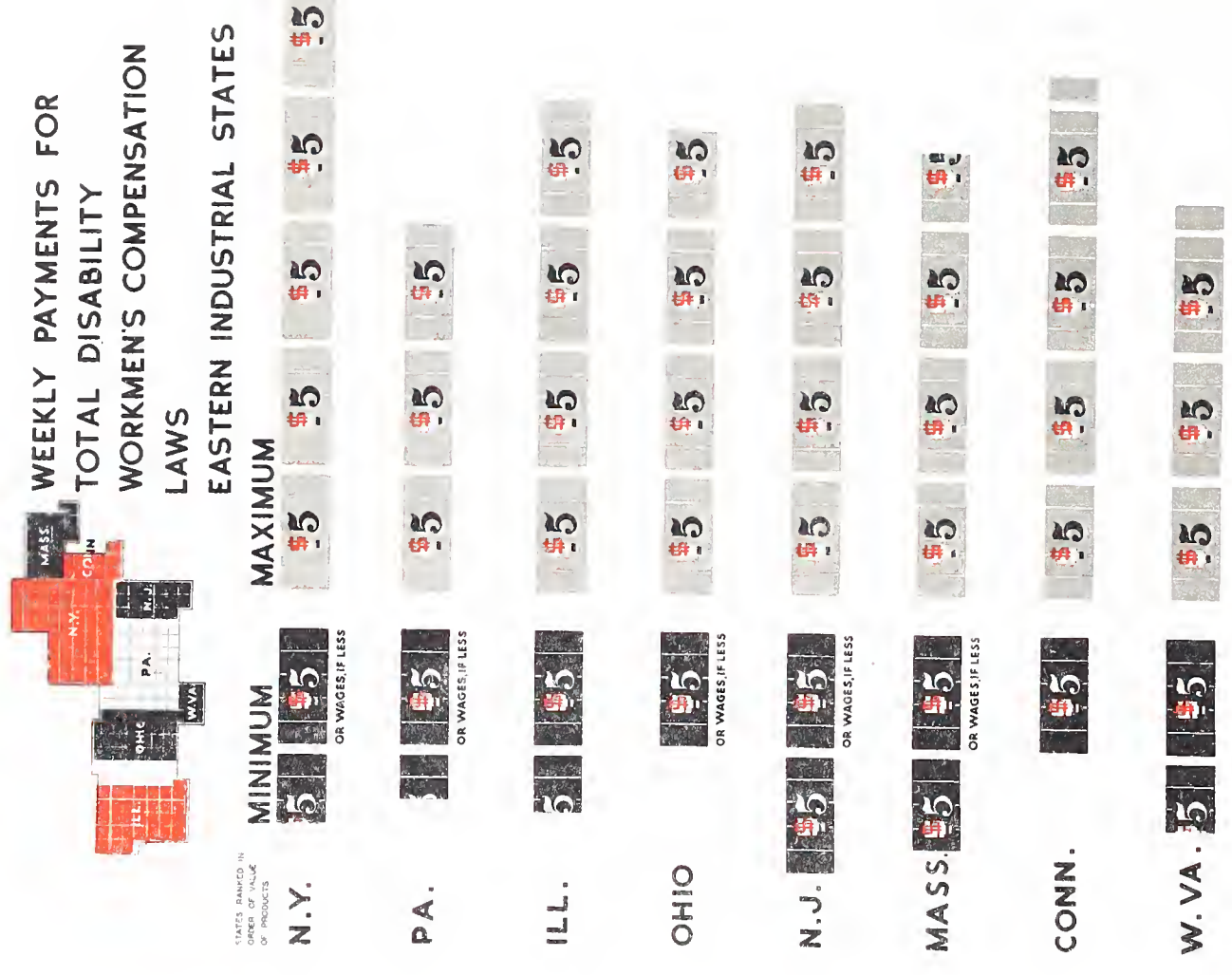


MINIMUM AND MAXIMUM WEEKLY AMOUNTS OF COMPENSATION FOR TOTAL DISABILITY VARY CONSIDERABLY FROM STATE TO STATE. THE PREVALENCE OF NO REAL MINIMUM IS MARKED. PENNSYLVANIA RANKS 37TH IN MAXIMUM WEEKLY PAYMENTS.

SOURCE: U.S. DEPARTMENT OF LABOR BUREAU OF LABOR RELATIONS DIVISION OF INVESTIGATION

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

SOCIOGRAPHICS PHILADELPHIA



PENNSYLVANIA'S RELATIVE POSITION TO ITS NEIGHBORING STATES WITH RESPECT TO MAXIMUM AND MINIMUM WEEKLY PAYMENTS FOR TOTAL DISABILITY IS SHOWN IN THIS CHART

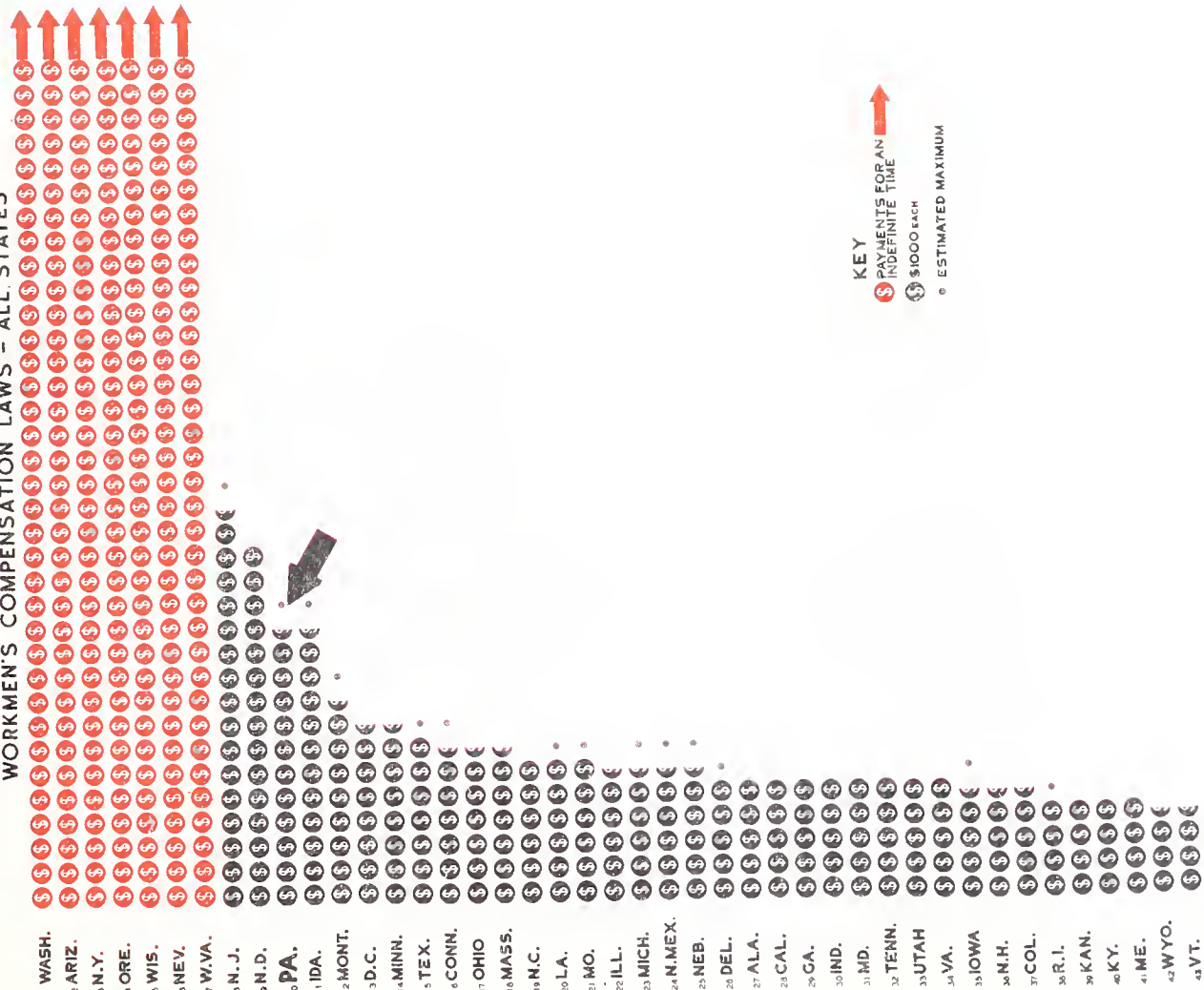
SOURCE: U.S. DEPARTMENT OF LABOR BUREAU OF LABOR RELATIONS DIVISION OF INVESTIGATION

SOCIOGRAPHICS PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934

MAXIMUM AMOUNTS FOR DEATH

WORKMEN'S COMPENSATION LAWS - ALL STATES



1 WASH.
2 ARIZ.
3 N.Y.
4 ORE.
5 WIS.
6 NEV.
7 W.VA.
8 N.J.
9 N.D.
10 PA.
11 IDA.
12 MONT.
13 D.C.
14 MINN.
15 TEX.
16 CONN.
17 OHIO
18 MASS.
19 N.C.
20 LA.
21 MO.
22 ILL.
23 MICH.
24 N.MEX.
25 NEB.
26 DEL.
27 ALA.
28 CAL.
29 GA.
30 IND.
31 MD.
32 TENN.
33 UTAH
34 VA.
35 IOWA
36 N.H.
37 COL.
38 R.I.
39 KAN.
40 KY.
41 ME.
42 WYO.
43 VT.
44 S.D.
45 OKLA.

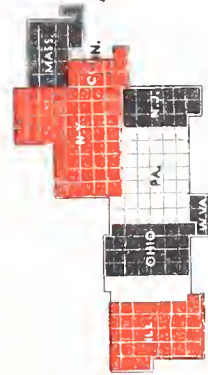
ACT DOES NOT APPLY TO DEATH
ARK. FLA. MISS. S.C. - NO WORKMEN'S COMPENSATION LAW

SOCIOGRAPHICS
PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934

THE ASSURANCE THAT A WIDOW WILL RECEIVE COMPENSATION BENEFITS THROUGHOUT DEPENDENCY IS GIVEN IN THE LAWS OF SEVEN STATES. IN ALL OTHER STATES A WIDOW SURVIVING A DEFINITE PERIOD MUST DEPEND ON OTHER SOURCES.

MAXIMUM AMOUNTS FOR DEATH

WORKMEN'S COMPENSATION LAWS OF EASTERN INDUSTRIAL STATES



STATES RANKED IN ORDER OF VALUE OF PRODUCTS

N.Y.

PA.

ILL.

OHIO

N.J.

MASS.

CONN.

W. VA.



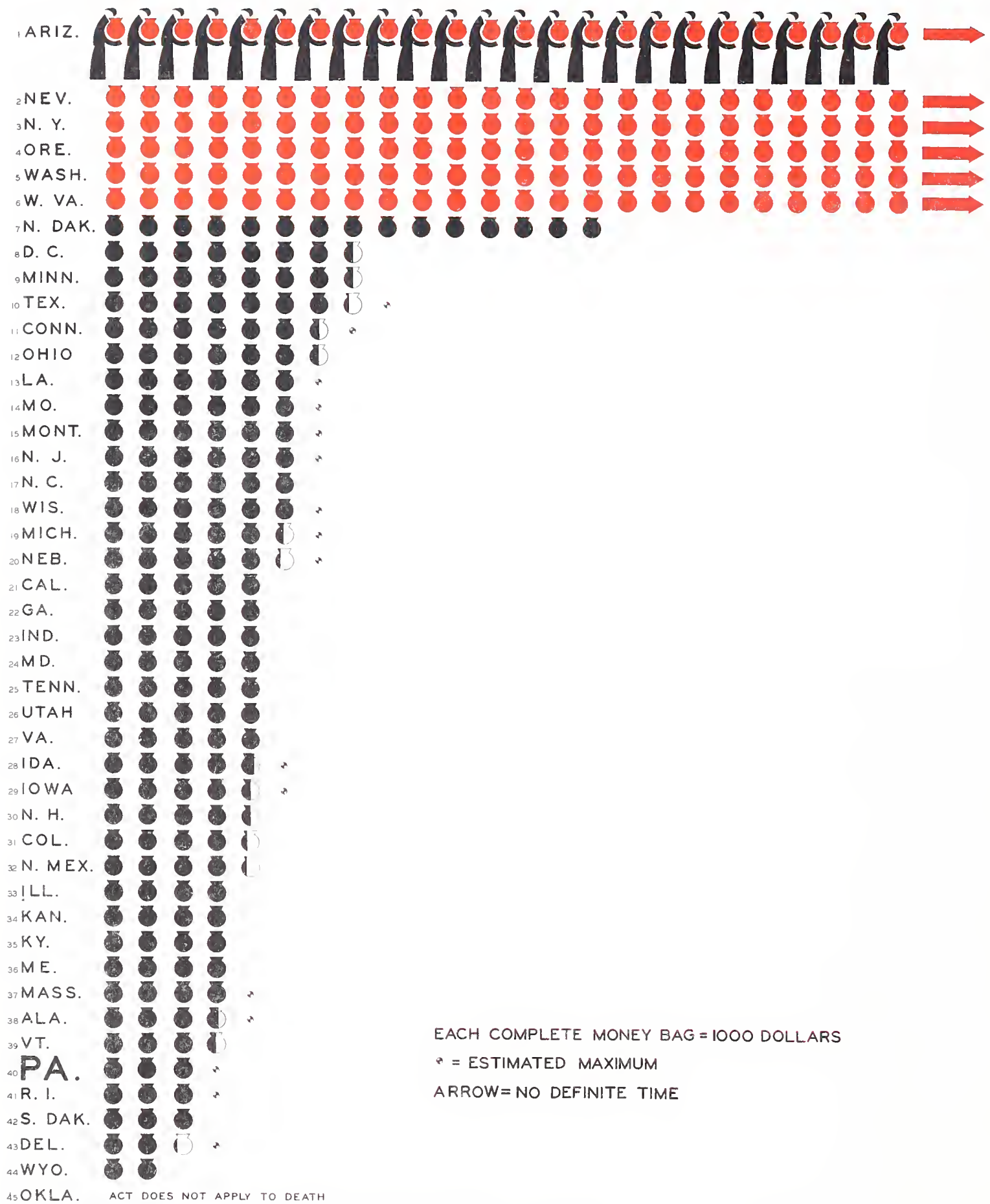
SOURCE: U.S. BUREAU OF LABOR BULLETIN 106
WITH CORRECTIONS

SOCIOGRAPHICS
PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934

THE PLIGHT OF WIDOWS AND CHILDREN IN A STATE WITH A FIXED MAXIMUM OF BENEFITS IN DEATH CASES IS EXPRESSED HERE FOR PENNSYLVANIA AND NEIGHBORING STATES IN TERMS OF COST OF LIVING ITEMS.

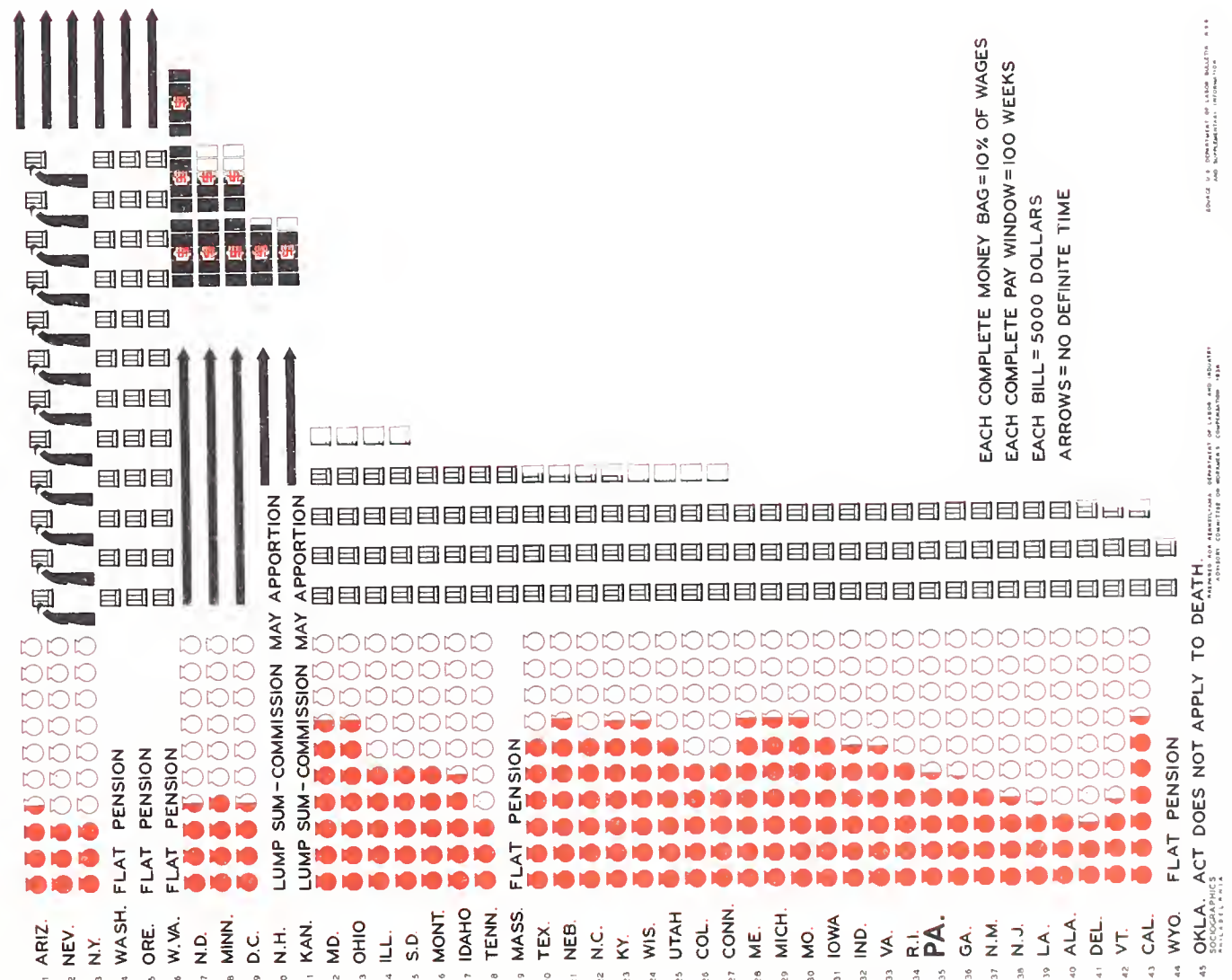
WC-8A

MAXIMUM AMOUNTS PAID TO WIDOWS IN FATAL CASES WORKMEN'S COMPENSATION LAWS - ALL STATES

SOCIOGRAPHICS
PHILADELPHIAPREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION, 1934SOURCE - U. S. DEPARTMENT OF LABOR BULLETIN 498
AND SUPPLEMENTARY INFORMATION

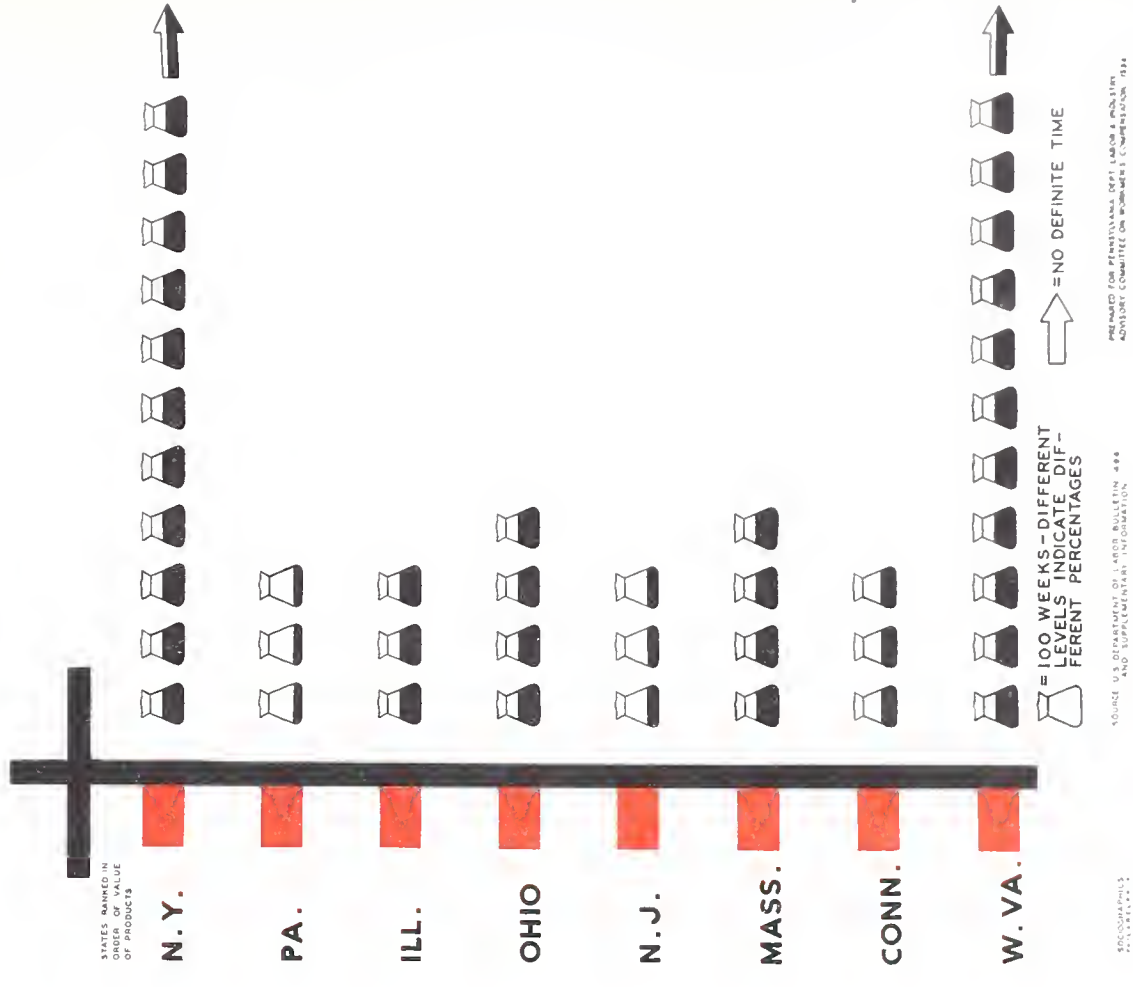
IN PENNSYLVANIA A WIDOW IS LIMITED TO A MAXIMUM OF \$3,000 UPON THE ACCIDENTAL DEATH OF HER HUSBAND.
 EQUAL OR LESSER AMOUNTS ARE PROVIDED IN THE LAWS OF ONLY 5 OTHER STATES.

MAXIMUM WEEKS AND PER CENT OF WAGES PAID TO WIDOWS IN FATAL CASES-WORKMEN'S COMPENSATION LAWS-ALL STATES



THIS SHOWS THE RELATIVELY SHORT PERIOD OF PAYMENT TO WIDOWS OF MEN KILLED IN INDUSTRY IN THE MANY STATES WHERE THE LAW IS OF THE LIMITED PERIOD TYPE. PENNSYLVANIA RANKS 35TH.

MAXIMUM WEEKS AND PER CENT OF WAGES PAID TO WIDOWS IN FATAL CASES-WORKMEN'S COMPENSATION LAWS OF EASTERN INDUSTRIAL STATES



PENNSYLVANIA'S RELATIVE POSITION TO ITS NEIGHBORING STATES IS SHOWN HERE IN TERMS OF LIMITATIONS ON THE PER CENT OF WAGES PAID AND THE PERIOD OF PAYMENT TO WIDOWS IN FATAL CASES.

NOTE: AFTER PRINTING, CERTAIN ERRORS WERE DISCOVERED IN THE ABOVE REPRESENTATIONS. FOR CORRECT INDICATIONS SEE CHART 15

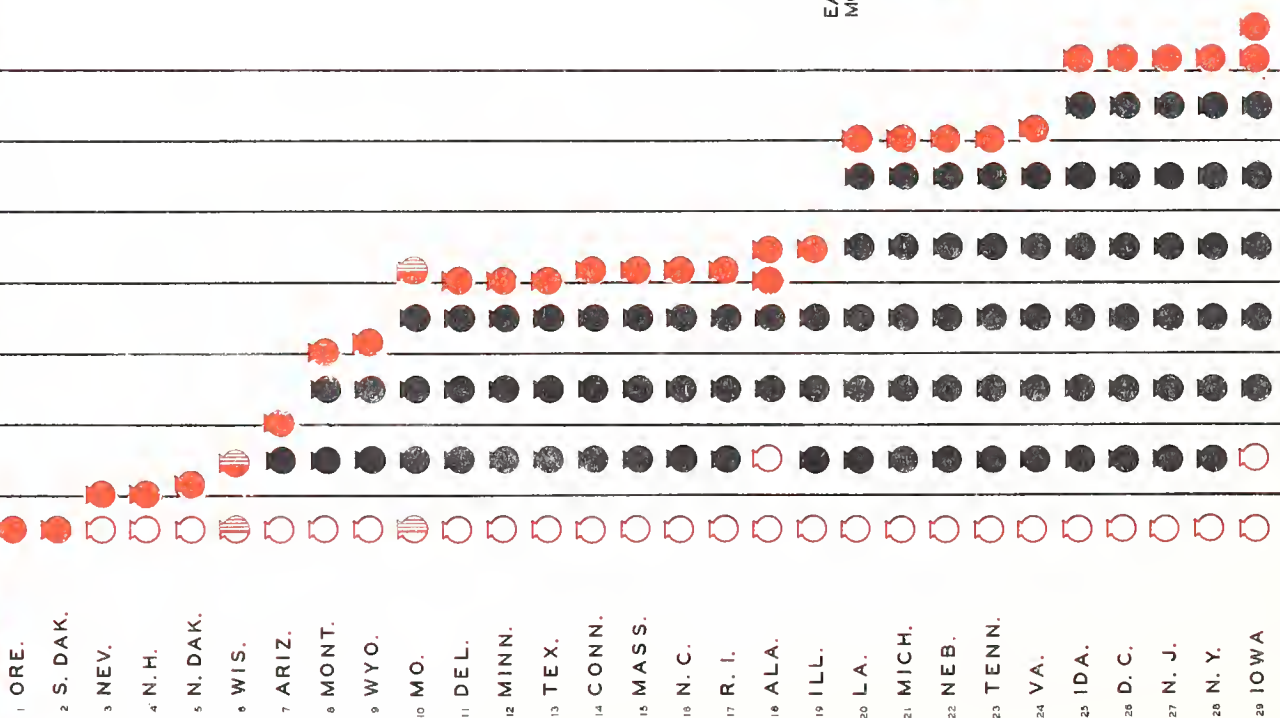


WAITING PERIOD - TYPE AND LENGTH - WORKMEN'S COMPENSATION LAWS-ALL STATES

NEVER PAID

RETROACTIVE
WAITING PERIOD IN WEEKS

1 2 3 4 5 6 7 8



NO WORKMEN'S COMPENSATION LAW

EACH COMPLETE = ONE WEEK'S
MONEY BAG = COMPENSATION

○ = ONE WEEK WAITING PERIOD -
PAYMENT WITHHELD

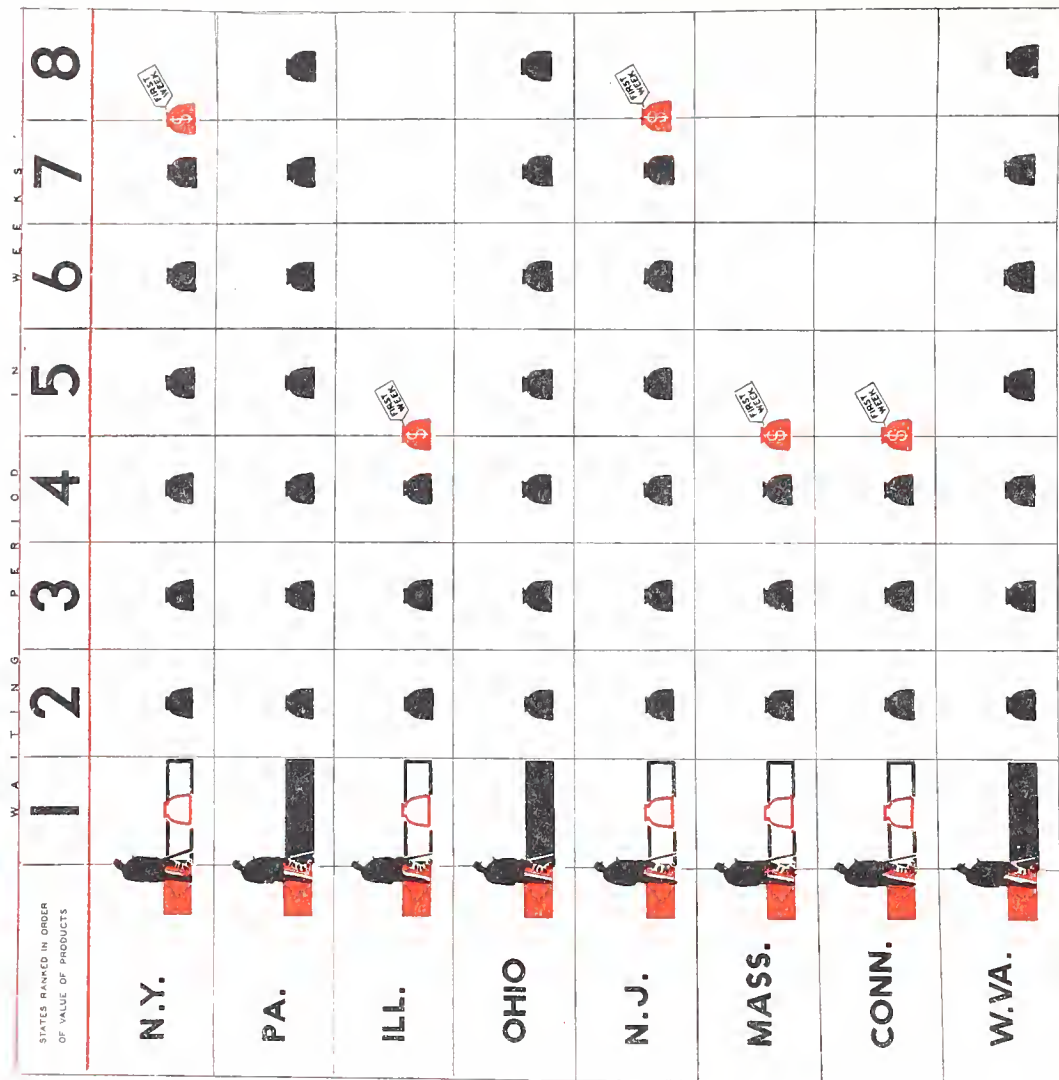
● = RETROACTIVE WAITING PERIOD -
PAYMENT OF WITHHELD AMOUNT
IF DISABILITY EXTENDS OVER
WEEKS INDICATED BY

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION. 1924

SOURCE: U.S. DEPARTMENT OF LABOR BULLETIN 488
AND SUPPLEMENTARY INFORMATION

IN TWENTY-NINE WORKMEN'S COMPENSATION LAWS THE INJURED WORKER
RECEIVES PAYMENT FOR THE FIRST WEEK'S DISABILITY IF HIS DISABILITY
LASTS A CERTAIN PERIOD. PENNSYLVANIA IS AMONG THE TWELVE STATES
WITH WAITING PERIODS OF ONE WEEK OR MORE WHICH DO NOT
PROVIDE FOR THIS PAYMENT.

WAITING PERIOD TYPE AND LENGTH WORKMEN'S COMPENSATION LAWS OF EASTERN INDUSTRIAL STATES



PREPARED FOR PENNSYLVANIA DEPT
OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPEN-
SATION-1924

SOCIOGRAPHICS
PHILADELPHIA

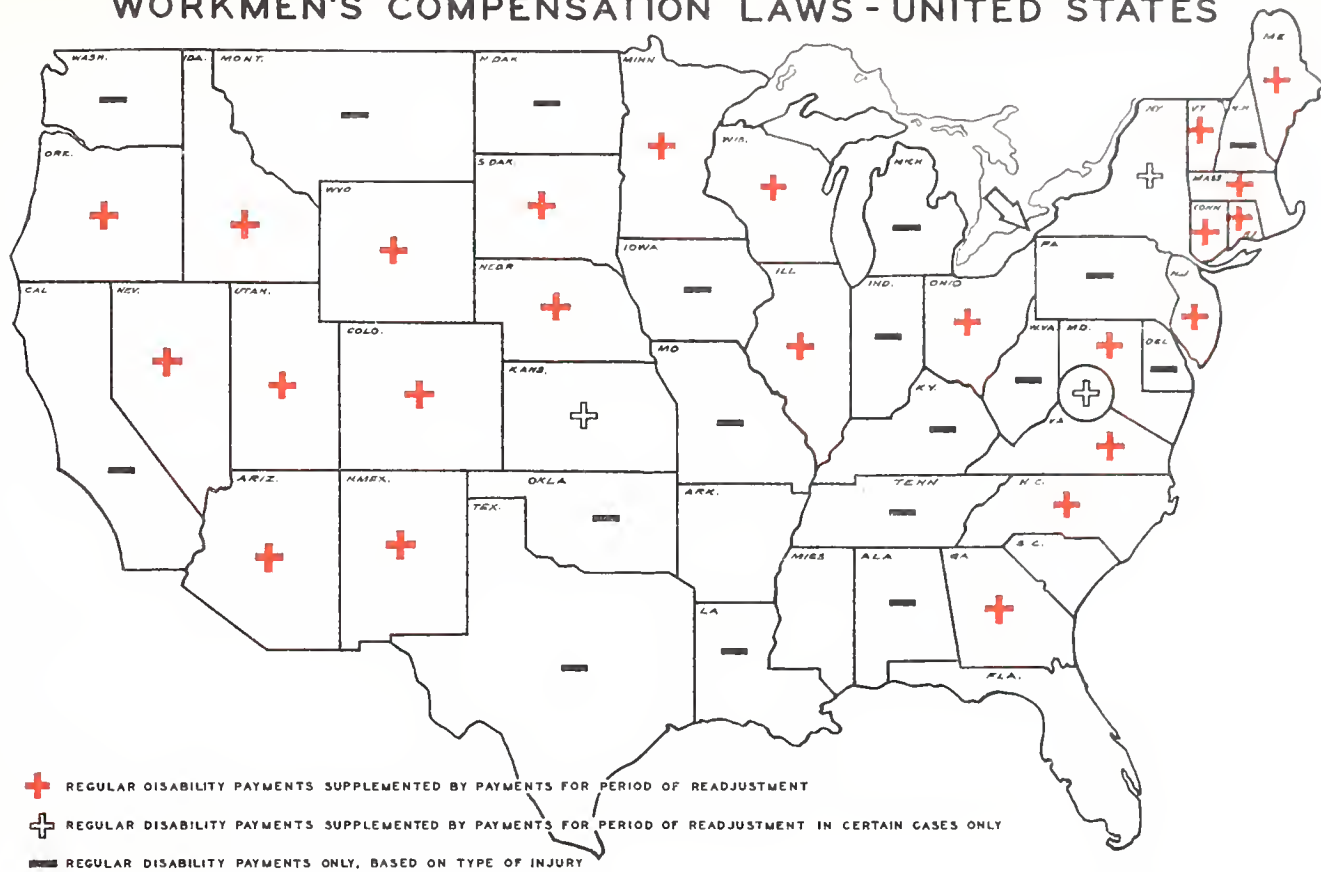
○ = DISABILITY

■ = NEVER PAID

□ = PAID ONLY IF DISABILITY LASTS
NUMBER OF WEEKS INDICATED

FIVE OF PENNSYLVANIA'S IMPORTANT INDUSTRIAL NEIGHBORS HAVE FEAT-
URES IN THEIR WORKMEN'S COMPENSATION LAWS PROVIDING FOR PAYMENT
OF COMPENSATION FOR THE WAITING PERIOD IF DISABILITY
IS SUFFICIENTLY PROLONGED.

SUPPLEMENTAL COMPENSATION FOR INJURIES WORKMEN'S COMPENSATION LAWS - UNITED STATES



SOCIOGRAPHICS
PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION, 1934

SOURCE - U.S. DEPARTMENT OF LABOR, BULLETIN 496
AND SUPPLEMENTARY INFORMATION

IF A WORKER SUFFERS THE LOSS OF A LEG OR OF ANY OTHER BODY MEMBER HE PROBABLY WILL REQUIRE CONSIDERABLE TIME TO REGAIN HIS FORMER EARNING CAPACITY. MANY STATE LAWS RECOGNIZE THIS FACT AND PROVIDE REGULAR COMPENSATION THROUGHOUT THE HEALING PERIOD IN ADDITION TO A FIXED PAYMENT FOR THE MEMBER LOSS. THE PENNSYLVANIA LAW PROVIDES ONLY A FIXED SUM FOR SUCH PERMANENT INJURIES.

LEVEL OF LIBERALITY	STATE
1	ARIZONA
2	WISCONSIN
3	NEW YORK
4	NORTH DAKOTA
5	DISTRICT OF COLUMBIA U.S. LONGSHOREMEN
6	MINNESOTA
7	NEVADA
8	MISSOURI
9	OHIO
10	MARYLAND
11	NORTH CAROLINA
12	WEST VIRGINIA
13	NEW JERSEY
14	CALIFORNIA
15	WASHINGTON
16	OKLAHOMA
17	NEBRASKA
18	MAINE
19	CONNECTICUT
20	TEXAS
21	OREGON
22	ILLINOIS
23	MICHIGAN
24	UTAH
25	KANSAS
26	LOUISIANA
27	IDAHO
28	SOUTH DAKOTA
29	MONTANA
30	INDIANA
31	MASSACHUSETTS
32	VIRGINIA
33	PENNSYLVANIA
34	COLORADO
35	WYOMING
36	KENTUCKY
37	NEW HAMPSHIRE
38	NEW MEXICO
39	TENNESSEE
40	RHODE ISLAND
41	IOWA
42	DELAWARE
43	GEORGIA
44	ALABAMA
45	VERMONT
46	ARKANSAS
47	FLORIDA
48	MISSISSIPPI
49	SOUTH CAROLINA

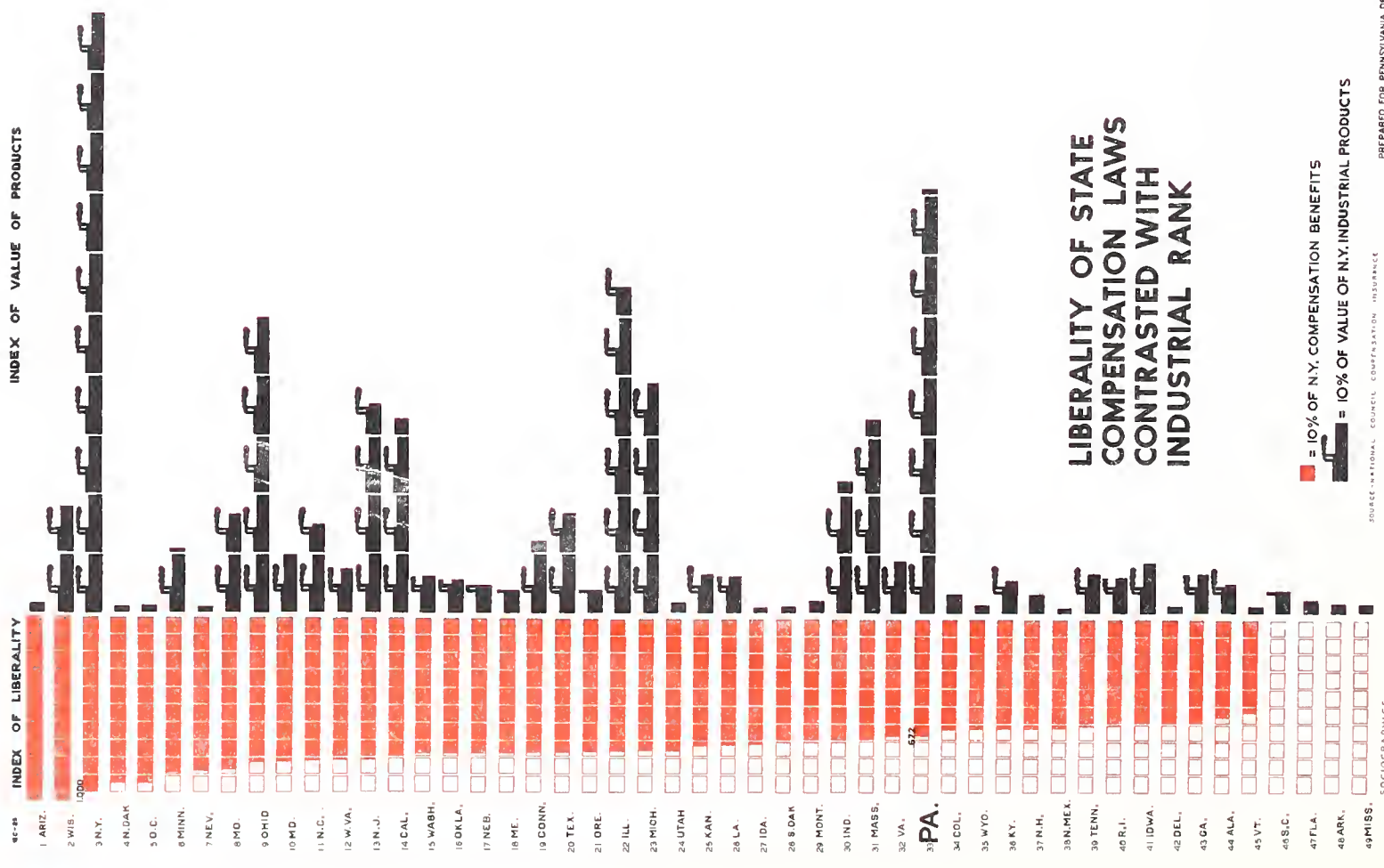


THE UNEQUAL PROTECTION OF INDUSTRIAL ACCIDENT LAWS OF THE UNITED STATES

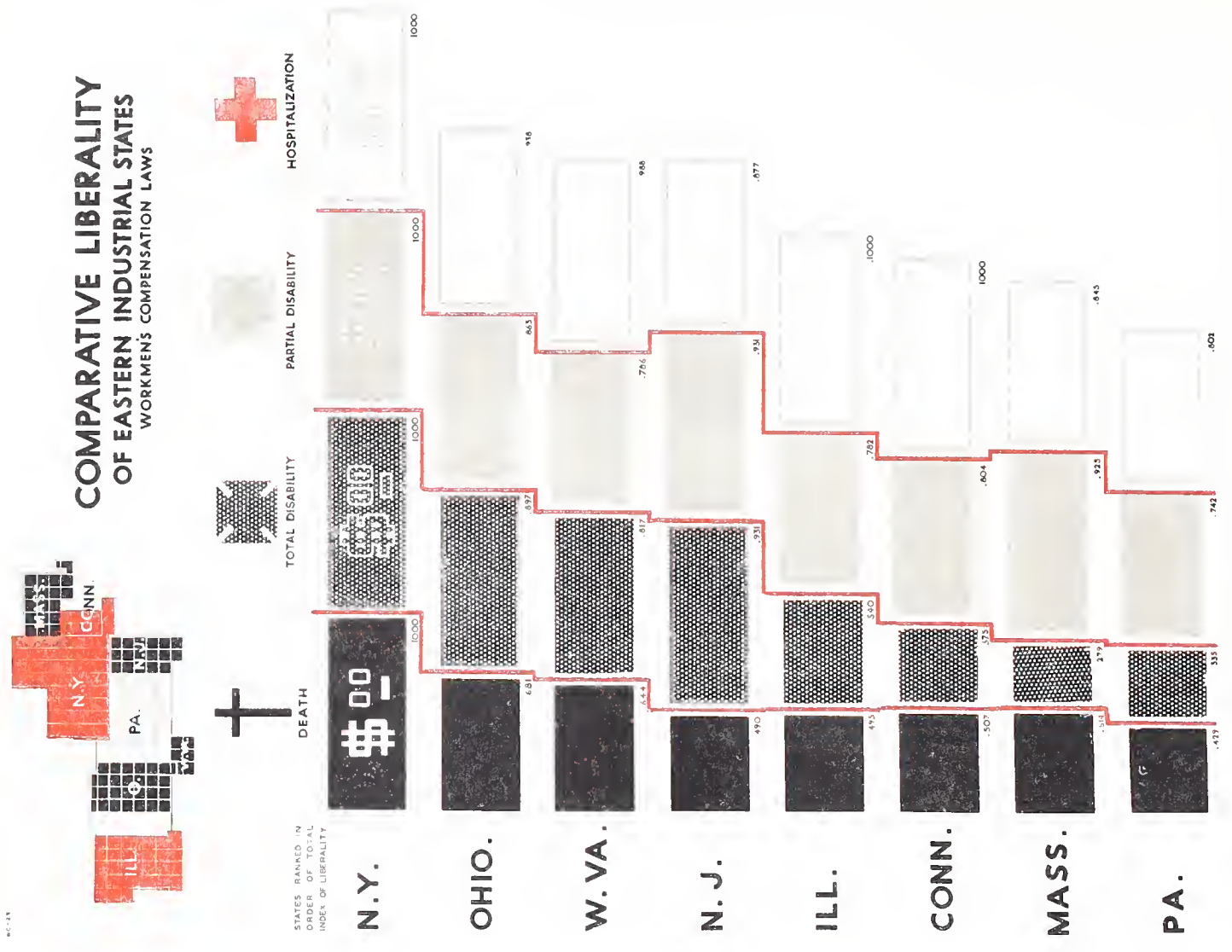
SOURCE - NATIONAL COUNCIL COMPENSATION INSURANCE

PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934

A SCIENTIFIC WEIGHTING OF THE VARIOUS BENEFITS FOUND IN WORKMEN'S COMPENSATION LAWS WAS USED TO DETERMINE THE INDEX OF LIBERALITY ON WHICH THIS GRAPH IS BASED. THE LEVELS UPON WHICH THE STATES HAVE BEEN PLACED ARE DETERMINED FROM THE FOUR ZERO OR NON-COMPENSATION STATES. PENNSYLVANIA IS THIRTEENTH (13TH) FROM THE BOTTOM.

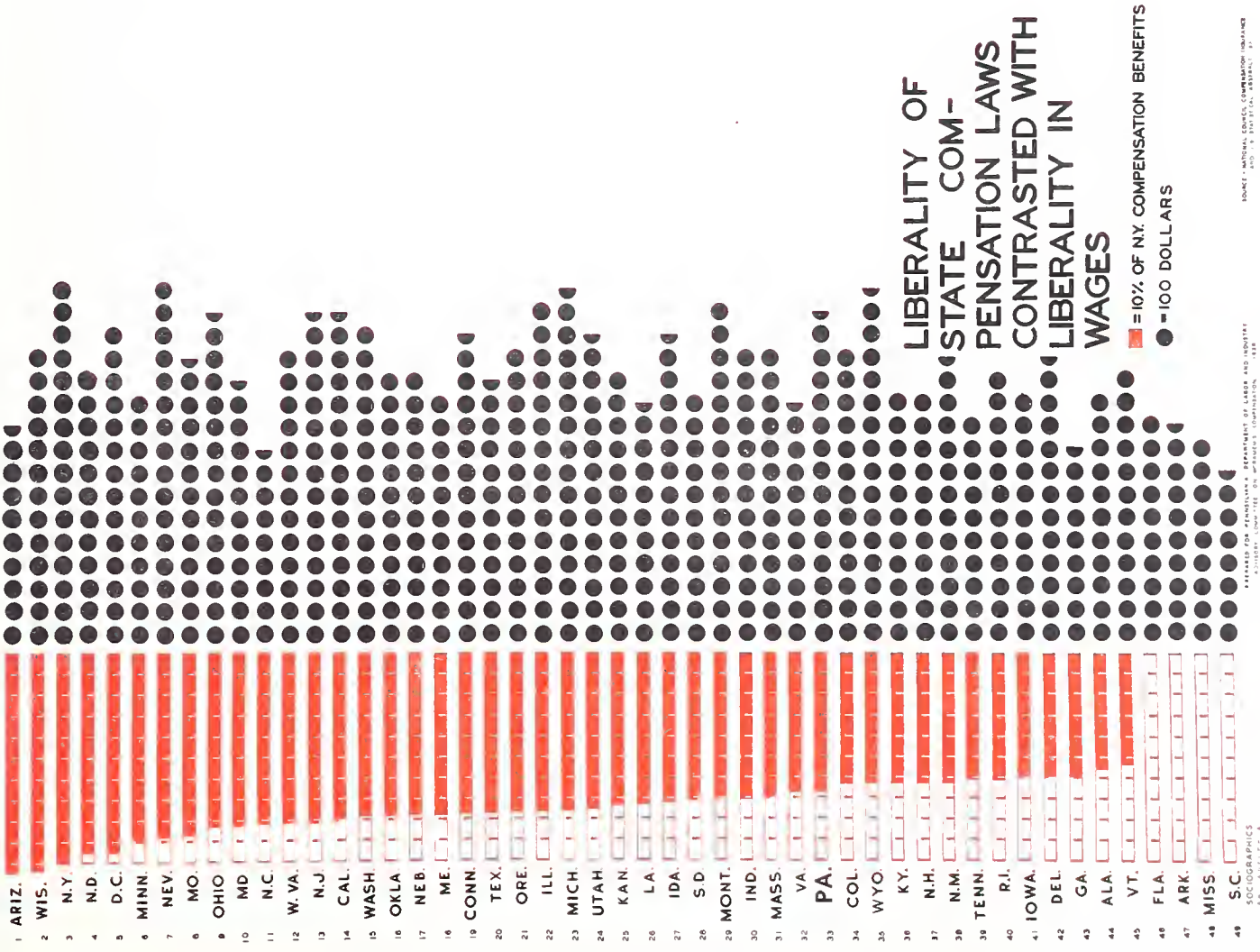


PENNSYLVANIA RANKS THIRTY-THIRD IN LIBERALITY OF WORKMEN'S COMPENSATION BENEFITS AND SECOND ONLY TO NEW YORK IN THE ANNUAL VALUE OF HER PRODUCTION.



THIS CHART SHOWS THE RELATIVE LIBERALITY OF THE IMPORTANT EASTERN INDUSTRIAL STATES. PENNSYLVANIA IS SHOWN LAST SINCE THE STATES ARE LISTED IN THE ORDER OF THE GENERAL LIBERALITY OF THEIR WORKMEN'S COMPENSATION LAWS.

INDEX OF COMPENSATION LIBERALITY - AVERAGE ANNUAL WAGE PER WORKER - 1929



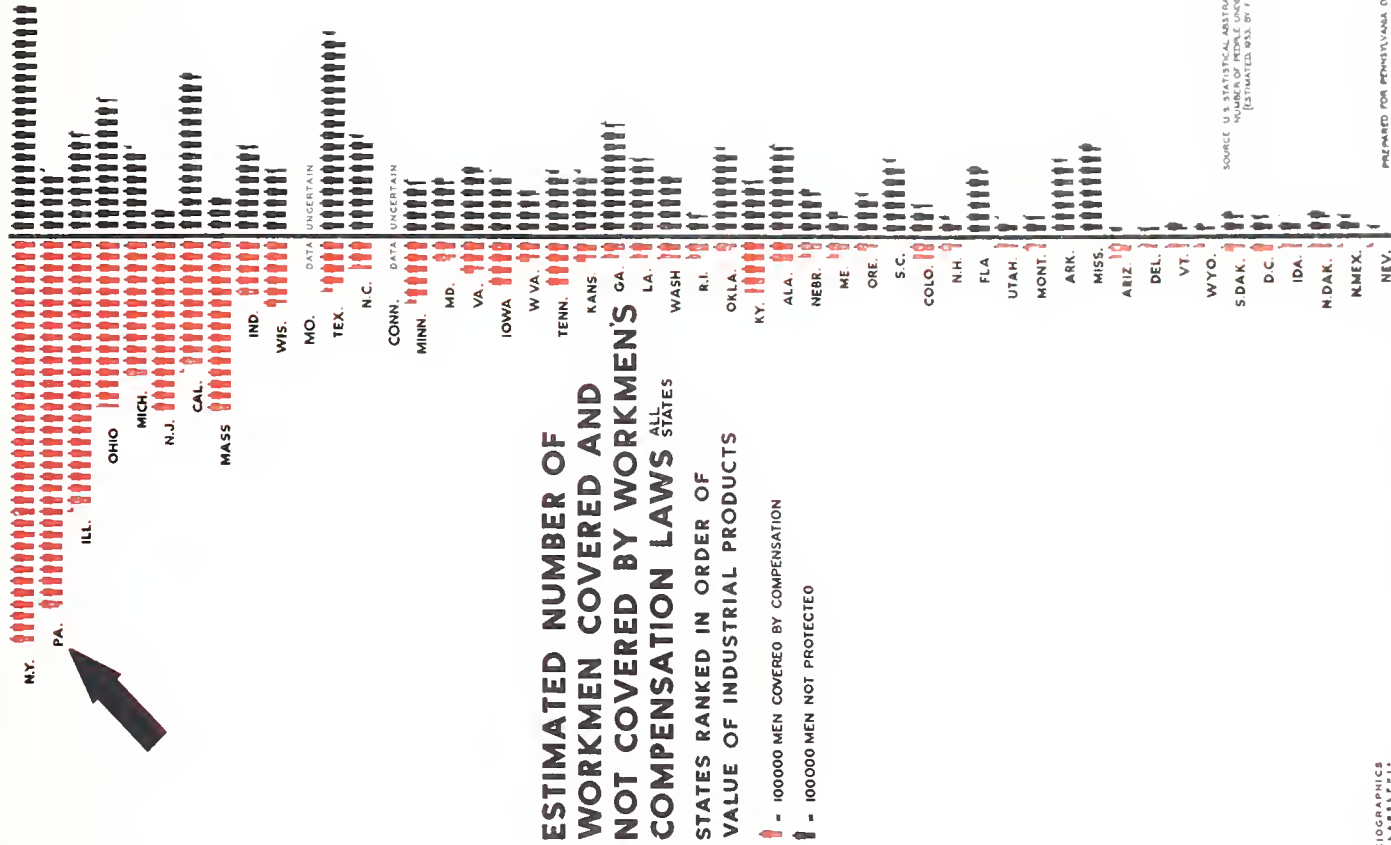
PENNSYLVANIA WORKERS HAVE BEEN ABLE ON THE AVERAGE TO GET THEIR WAGES UP TO A POINT WHERE THEY ARE SURPASSED BY THE AVERAGE WAGES IN ONLY SIX STATES. HOWEVER, THIRTY-TWO STATES HAVE MORE LIBERAL WORKMEN'S COMPENSATION LAWS.

LIBERALITY OF STATE COMPENSATION LAWS CONTRASTED WITH LIBERALITY IN WAGES

■ = 10% OF NY COMPENSATION BENEFITS
● = 100 DOLLARS

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
BY THE BUREAU OF STATISTICS, DEPARTMENT OF LABOR AND INDUSTRY

SOURCE: NATIONAL BUREAU OF ECONOMIC RESEARCH
AND U.S. DEPARTMENT OF LABOR



ESTIMATED NUMBER OF WORKMEN COVERED AND NOT COVERED BY WORKMEN'S COMPENSATION LAWS

STATES RANKED IN ORDER OF VALUE OF INDUSTRIAL PRODUCTS

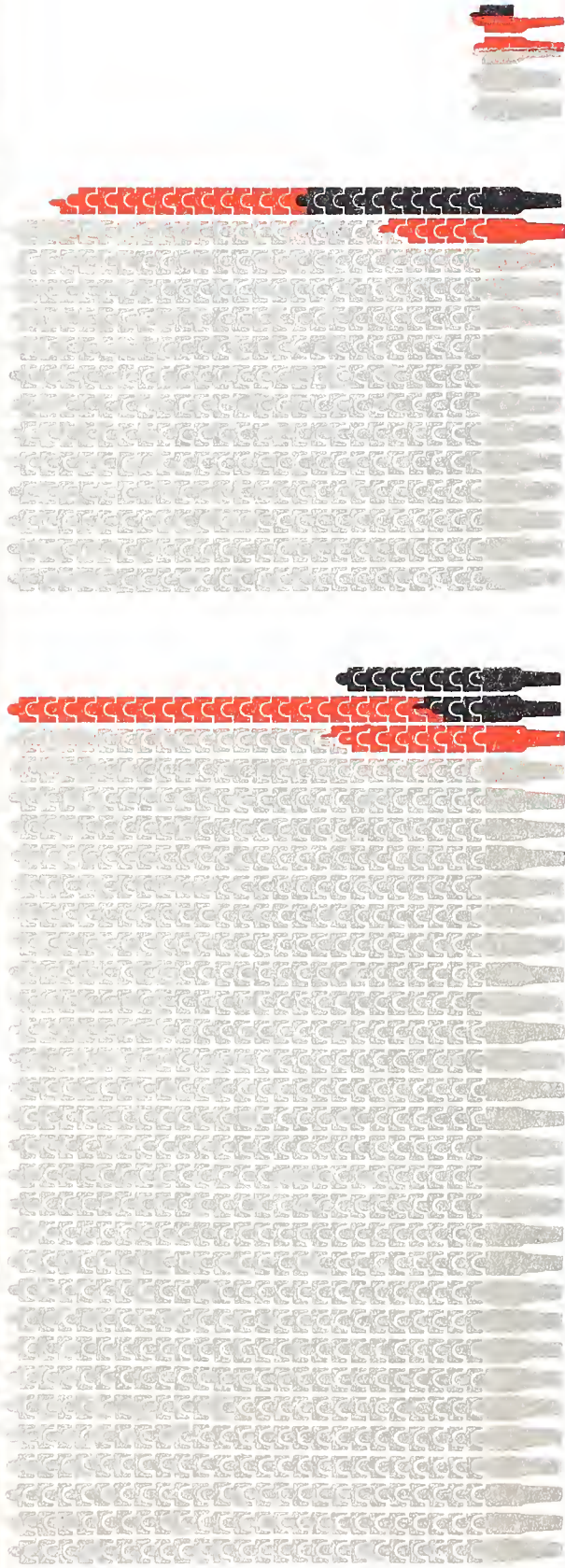
■ = 100,000 MEN COVERED BY COMPENSATION
■ = 100,000 MEN NOT PROTECTED

SOURCE: U.S. STATISTICAL ABSTRACT 1934
ESTIMATED BY F. ROBERTSON JONES

SOCIOGRAPHICS
PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION 1934

ALL STATES EXCLUDE SOME CLASSES OF WORKERS FROM THE OPERATION OF THEIR WORKMEN'S COMPENSATION LAWS. THE FACT THAT PENNSYLVANIA HAS SUCH A LARGE PROPORTION OF HER POPULATION IN INDUSTRIAL PURSUITS MAKES THESE EXCLUSIONS RELATIVELY UNIMPORTANT. IT SHOULD BE NOTED, HOWEVER, THAT THEY MAKE MORE THAN 500,000 WORKERS IN PENNSYLVANIA DEPEND ON NEGLIGENCE SUITS IN CASES OF OCCUPATIONAL INJURY.




ACCIDENTS
COVERED BY INSURANCE COMPANIES

COVERED BY SELF-INSURED EMPLOYERS

NO INSURANCE PROVISION



 = 50 TEMPORARILY
DISABLED MEN.

SOURCE: SPECIAL REPORTS - PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY



= 50 PERMANENTLY
DISABLED MEN.

SOCIOGRAPHICS
PHILADELPHIA



= \$100,000 PAID
TEMPORARILY
DISABLED MEN.

PREPARED FOR PENNSYLVANIA DEPARTMENT LABOR & INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION-1934.

= \$100,000 PAID
PERMANENTLY
DISABLED MEN.

= \$100,000 PAID
IN FATAL CASES.

INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION ALL EMPLOYMENTS - PENNSYLVANIA 1932

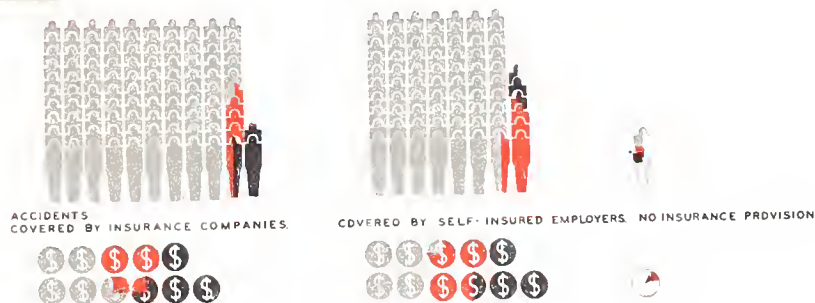
TEMPORARY DISABILITIES ARE FAR MORE IMPORTANT IN NUMBER THAN ARE PERMANENT INJURIES AND FATALITIES OCCURRING UNDER THE PENNSYLVANIA WORKMEN'S COMPENSATION SYSTEM. THIS IS NOT TRUE, HOWEVER, AS TO THE AMOUNTS OF COMPENSATION INVOLVED. WHILE MORE THAN TWICE AS MANY EMPLOYEES INJURED AND KILLED IN INDUSTRY ARE COVERED BY INSURANCE COMPANIES THAN ARE COVERED BY SELF INSURED EMPLOYERS THE AMOUNTS OF COMPENSATION INVOLVED ARE NEARLY EQUAL.



INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION ANTHRACITE INDUSTRY - PENNSYLVANIA 1932



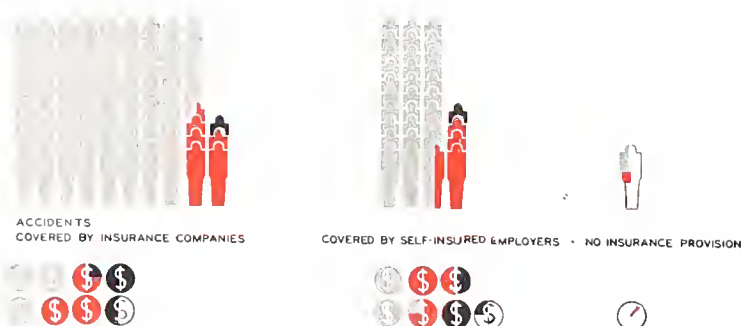
IN THE ANTHRACITE INDUSTRY ALMOST NINETY PER CENT OF THE WORKERS INJURED AND KILLED WERE HIRED BY SELF INSURED EMPLOYERS.



INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION BITUMINOUS COAL INDUSTRY - PENNSYLVANIA - 1932.



IN THE BITUMINOUS COAL INDUSTRY INJURED AND KILLED WORKERS OF INSURED EMPLOYERS OUTNUMBER THOSE OF SELF INSURED EMPLOYERS. THE AMOUNTS OF COMPENSATION INVOLVED, HOWEVER, ARE EQUAL.

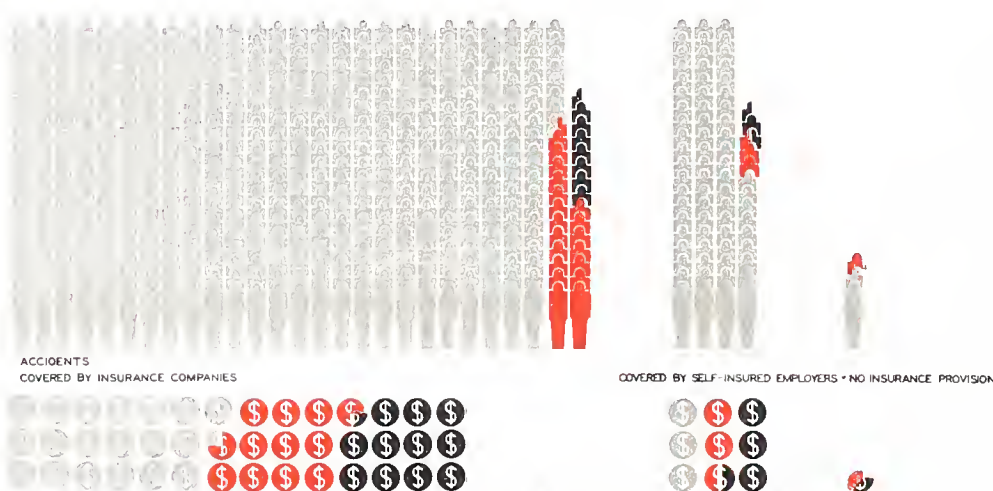


INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION METAL INDUSTRIES PENNSYLVANIA 1932.

= 50 TEMPORARILY DISABLED MEN = 50 PERMANENTLY DISABLED MEN = 50 FATAL CASES = \$100,000 PAID TEMPORARILY DISABLED MEN = \$100,000 PAID PERMANENTLY DISABLED MEN = \$100,000 PAID IN FATAL CASES

SOURCE: SPECIAL REPORT - PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY SOCIOGRAPHICS PHILADELPHIA PREPARED FOR PENNSYLVANIA DEPT. LABOR & INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934.

ALTHOUGH LESS THAN TEN PER CENT OF THE INJURIES ARE FATAL AND PERMANENT IN THE METAL INDUSTRY THEY ARE RESPONSIBLE FOR OVER HALF OF THE COMPENSATION INVOLVED.



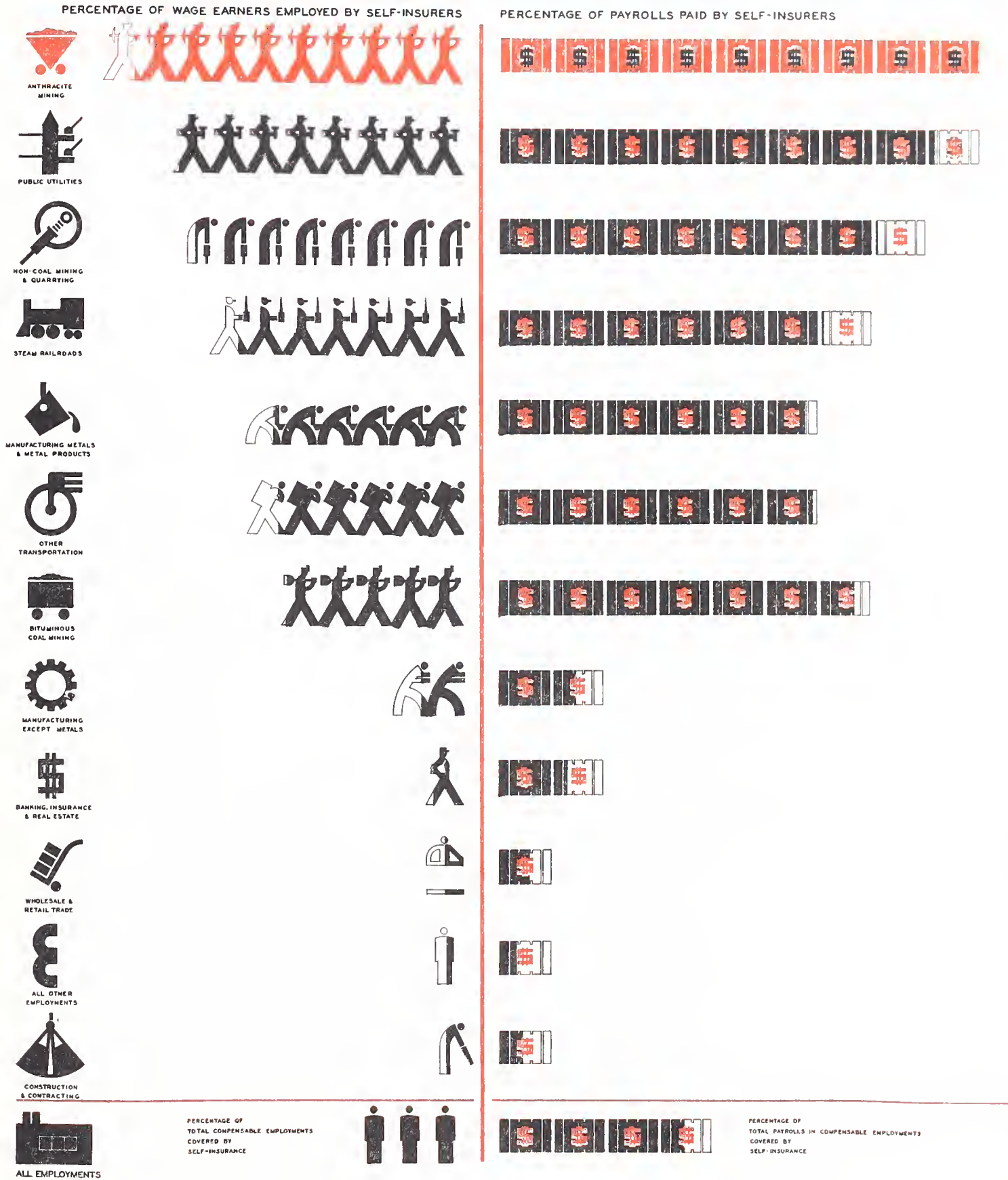
INSURANCE COVERAGE OF COMPENSABLE INJURIES AND AMOUNTS OF COMPENSATION ALL EMPLOYMENTS OTHER THAN ANTHRACITE BITUMINOUS AND METAL INDUSTRIES - PENNSYLVANIA 1932

= 50 TEMPORARILY DISABLED MEN = 50 PERMANENTLY DISABLED MEN = 50 FATAL CASES = \$100,000 PAID TEMPORARILY DISABLED MEN = \$100,000 PAID PERMANENTLY DISABLED MEN = \$100,000 PAID IN FATAL CASES

SOURCE: SPECIAL REPORT - PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY SOCIOGRAPHICS PHILADELPHIA PREPARED FOR PENNSYLVANIA DEPT. OF LABOR & INDUSTRY ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION - 1934.

THE NON-HEAVY INDUSTRIES EXPERIENCE A MORE NEARLY AVERAGE DISTRIBUTION AMONG TEMPORARY, PERMANENT AND FATAL INJURIES BOTH AS TO NUMBER OF WORKERS AND AMOUNTS OF COMPENSATION INVOLVED.

PERCENTAGE OF COMPENSABLE EMPLOYMENT AND PAYROLLS THAT WERE COVERED BY SELF-INSURANCE TOTAL AND BY INDUSTRIES - 1932



SOCIOGRAPHICS
PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION, 1934

SOURCE - DEPARTMENT OF INTERNAL AFFAIRS AND
DEPARTMENT OF LABOR AND INDUSTRY

THE WORKERS COVERED BY SELF INSURED EMPLOYERS RECEIVE OVER THIRTY PER CENT OF PENNSYLVANIA'S INDUSTRIAL PAYROLL. THIS IS AN AVERAGE FIGURE. THE RANGE IS FROM TWO PER CENT IN THE CONSTRUCTION AND CONTRACTING INDUSTRY TO THE SITUATION EXISTING IN ANTHRACITE MINING WHERE NINETY PER CENT OF THE PAY ROLL IS THAT OF SELF INSURED EMPLOYERS.

PORTIONS OF OUTSTANDING LIABILITY OF SELF-INSURERS COVERED BY VARIOUS TYPES OF RESERVES PENNSYLVANIA JULY 31 1933



- TRUSTED RESERVES
- FUNDED RESERVES
- SURETY BONDS
- ALL-STATE OR ALL-RISK RESERVES
- BOOKKEEPING RESERVES
- NOT COVERED BY ANY RESERVE

TOTAL OUTSTANDING LIABILITY
\$14,732,067

EACH COMPLETE BILL=\$500,000



SOCIOGRAPHICS
PHILADELPHIA

PREPARED FOR PENNSYLVANIA DEPARTMENT OF LABOR AND INDUSTRY
ADVISORY COMMITTEE ON WORKMEN'S COMPENSATION, 1934

SOURCE - COMPILED BY H. TEAF FROM RECORDS OF BUREAU OF
WORKMEN'S COMPENSATION, DEPARTMENT OF LABOR AND INDUSTRY

OF THE MILLIONS OF DOLLARS OF LIABILITY OUTSTANDING AGAINST SELF INSURERS LESS THAN TEN PER CENT IS PROTECTED BY TRUSTED RESERVES. MORE THAN SEVENTY-FIVE PER CENT OF THE LIABILITY OF SELF INSURERS IS EITHER NOT PROTECTED BY ANY RESERVE OR HAS A MERELY BOOKKEEPING RESERVE SET UP AGAINST IT. THE ABSENCE OF RESERVE IS PARTICULARLY MARKED IN THE FIELDS OF NON COAL MINING, QUARRYING, BANKING INSURANCE AND REAL ESTATE.

State Administration of the Self-Insurance Provisions of the Workmen's Compensation Act*

"* * * An employer desiring to be exempt from insuring the whole or any part of his liability for compensation shall make application to the Bureau, showing his financial ability to pay such compensation, whereupon the Bureau, if satisfied of the applicant's financial ability, shall by written order make such exemption. The Bureau may, from time to time, require further statements of the financial ability of such employer, and, if at any time such employer appear no longer able to pay compensation, shall revoke its order granting exemption; in which case the employer shall immediately subscribe to the State Fund, or insure his liability in a mutual association or company, as aforesaid * * *."¹

This is the so-called self-insurance provision of the Pennsylvania Workmen's Compensation Act. Through it the law sets up as a measure of self-insurability only the criterion of financial ability and disregards that other requisite to sound self-insurance, the combination of a sufficient number of separate risk-exposures to reduce effectively the uncertainty of loss-total. Therefore, this section would more properly be considered as the insurance exemption provision than as the self-insurance provision. Self-insurers are also exempted in Section 320, paragraph (d), from the requirement of depositing security to cover the additional compensation payable in cases of injury to minors, as provided in paragraphs (a) to (c) of the same section.

All other provisions of the Act apply to employers generally, and therefore include both insuring and self-insuring employers.

The administration of the exemption provision will be analyzed first, then the compliance of the self-insurers with other provisions of the Act. Some comparisons will be made with self-insurance provisions of the laws of other states, and with administration in other states.

It has been demonstrated that policies of some self-insurers and "pseudo-self-insurers" are not in accord either with sound self-insurance principles, the letter, or the spirit of the compensation law, or both. It is within the power of individual self-insurers to revise some of these policies and practices.

REASONS FOR FAILURE OF SELF REGULATION

The failure of the self-insurers to take such individual action may be attributed to two factors:

(1) A large percentage of the self-insurers are woefully ignorant or oblivious of the insurance principles involved in the practice of self-insurance. In some cases this takes the form of a lack of recognition of the functions necessary in self-administration of compensation law provisions.

(2) The close relationship between self-insurance and the profit motive leads to some "short-cuts" which are in violation of sound self-insurance principles or are abuses of the self-insurance privilege that may run counter to the objectives of workmen's compensation law. Since, for example, the chief incentive for undertaking self-insurance is pecuniary, many small enterprisers—too small to practice self-insurance on a sound basis—will continue to seek to save the cost of insurance, even though the saving is, in their cases, in reality a gamble. (In fact many small

enterprisers, with the idea of saving, gamble in this manner but in contravention of the law, that is, by neither insuring nor seeking exemption. Most of these violators would not be able to prove financial ability in order to secure exemption.) On the part of large self-insurers the establishment of reserves that would provide real security to injured employed, even if only to cover outstanding liability, constitutes a cost or a tying-up of capital, which they, from a personal, pecuniary standpoint, consider should be avoided if possible.

In the absence of self-correction of abuses and unsound policies by the self-insurers themselves, it is often possible to accomplish the desired ends through the adoption of proper constructive policies by the State authorities who administer the exemption and other provisions of the Act. It is from this standpoint that policy changes will be suggested in the course of this chapter.

A few suggestions do not concern policy, but deal with the more detailed practices of the Workmen's Compensation Bureau. Such recommendations are made where it seems that present practices are not contributing to the most efficient administration or where a revision of practices is necessary to put into effect policies herewith recommended.

EXEMPTION

The administration of the insurance exemption provision is delegated to the Insurance Coverage Section of the Bureau of Workmen's Compensation. The Chief of this section² maintains the necessary contacts with the self-insurers, analyzes their applications for exemption, and grants or refuses the exemptions, with the concurrence of the Director of the Bureau, who signs the order of exemption.

The application for exemption is on a form furnished by the Bureau. Exemptions are granted only for one-year periods, most of them from April 1 to March 31. Self-insurers therefore are required to apply annually for renewal of the exemption.

Financial Ability: The Workmen's Compensation Act specifies only one requirement for exemption—the applicant's financial ability to pay compensation. "Financial ability" is a broad term and could be defined in many ways; it assumes extraordinary significance and the problem of estimating financial ability becomes difficult when one realizes that compensation payments may continue for more than sixteen years on a single case. The estimate consequently must consider the *continuing* financial ability for that length of time. It is the purpose of this section to consider the bases for the estimate and the standards of financial ability required by the Bureau.

The task facing the Bureau in passing on applications for exemption is much the same as that of the credit manager of a business enterprise or the analyst of an investment banking house (for the long duration of the compensation "credits" puts them in a category with investment credit). Writers on credit are prone to dwell on the importance of the character of the applicant for credit, frequently putting it first among the qualifications for credit. While the character and reputation of the applicant are of great importance, it is evident that in present-day business the credit manager, except on rare occasions, does not stray very far away from the balance sheet when analyzing

¹ Section 305 of the Workmen's Compensation Act (Act of June 2, 1915, P. L. 736), as amended.

* Summary of Advisory Committee Study Supervised by Howard M. Teaf, Haverford College, Pa. Complete report in Department of Labor and Industry Special Bulletin 40—Workmen's Compensation Studies, Part 2.

² It is worthy of mention that Mr. Joseph B. Means, Chief of the Insurance Coverage Section, has been in immediate charge of exemptions from the requirement to insure ever since the Workmen's Compensation Act went into effect, January 1, 1916. Data concerning the exemption procedure were procured directly from him and from observation of his methods.

ing applications for credit. This policy is encouraged by the corporate nature of most businesses today. It is not surprising, therefore, to find greatest emphasis placed by the Bureau on the balance sheet contained in the application for exemption.

BUREAU'S PROCEDURE

The general form and listing of items in the statement of assets and liabilities is not much different from ordinary balance sheets, though it does not follow the prevailing practice of grouping current, fixed, and deferred items and showing subtotals for each group. Nor does it give sufficient emphasis to the grouping and explication of the non current items, which in the Bureau's analysis are of greater importance than are current items because of the far view that must be taken in granting the exemption. Reference is made here to sinking funds, reserves for compensation payments, etc. In this category, too, may be placed whatever inter-company relations (with subsidiaries or affiliates) are reflected in the balance sheet.³ Many self-insurers, instead of filling in the prescribed form, attach to the page a statement made up in their own manner, or send a copy of the annual statement made to stockholders. Frequently such general statements do not contain information that should be in the possession of the Bureau, particularly data concerning compensation payments and liability.

Related to the statement of assets and liabilities is the request for figures on income and expenses. Forty-three self-insurers did not give the information sought by this question.⁴ In other cases, where published reports were submitted, income and profits usually could be "dug out," but not payroll. In a few instances, by special action of the Workmen's Compensation Board the self-insurer was "exempted" from the requirement to furnish these facts. Apparently this was long ago, when the Board assumed directly the administration of the exemption provision;⁵ no authorization or written reference to such "exemption" could be found.

STANDARD STATEMENTS

Information on income, payroll, and earnings are of vital interest to the Insurance Coverage Section of the Bureau and should be required in every case. Likewise, all applicants should be required to follow the prescribed form of financial statement. This information is sought for a definite purpose, not a general one, and insistence on such definite data in a prescribed form is just as much "in order" as the detailed statements required of public utility companies by the Public Service Commission.

³ Of course, a statement of assets and liabilities taken from the books of any corporation having accounts of the nature referred to in this paragraph would contain the proper amounts under one head or another. However, in reviewing the 1928 and 1932 financial statements of all of the self-insurers, it was found that, in the absence of a more complete definition or a grouping of the assets and liabilities into certain subtotals, the self-insurers combined accounts and filled in the open spaces in the form in such a manner that analysis was made very difficult. Because of the wide variance in the accounting practices of different companies, a greater definition of individual items may not be desirable. It would probably be better to define fully only a few items and the group headings, leaving the definite account names to be itemized by the applicant. The New York application form seems to be a model in this respect; the only fully defined separate items are cash, accounts receivable, notes receivable, bonds on deposit with Industrial Commissioner, accounts payable, notes payable, workmen's compensation payable, and workmen's compensation self-insurance reserve. All other items are shown as group heads, with spaces for itemization and for group subtotals; the groups are: inventories, other current assets, investments (securities of subsidiaries or affiliates separate), sinking funds, fixed assets, deferred charges, other current liabilities, fixed liabilities, capital accounts, surplus reserves, other surplus. A revision in the Pennsylvania balance sheet form is suggested as a means of securing a clearer picture of financial liability.

⁴ Among the 43 were 4 non-profit organizations, leaving 39 or about 9 per cent which did not reply to this question. It is interesting to note that of the 395 that replied, 166 or 42 per cent showed profits for the year 1932.

⁵ Exemptions were granted by the Workmen's Compensation Board from 1916 to 1925 inclusive. Beginning in 1926 this work was taken over by the Bureau of Workmen's Compensation.

In the Bureau's study of the financial statement, no effort is made to use ratio analysis as do most banks and larger business houses. Occasionally, in the course of this study, the current ratio of particular self-insurers was referred to; but the current ratio reflects a situation that can change within a very short period, sometimes suddenly. It is, therefore, of little importance in long-term "credit granting" such as the exemption feature of the Workmen's Compensation Law involves. Of more importance are the ratios involving fixed liabilities and fixed assets.

The chief defect in the Bureau's analysis of financial ability is the lack of definite knowledge as to the amount of compensation liability with which to compare financial ability. In earlier forms (prior to March 1934) the statement form called for "Compensation liability." In the applications, this information was furnished in various ways: sometimes by estimate; sometimes by giving the compensation reserve; *in most cases, not at all.*⁶

In the present form this item has been changed to "compensation liability outstanding." A slight improvement in the methods of reporting this item has been made, but no satisfactory set of replies can be expected unless there is stated *expressly* the method by which the values of open cases should be determined for the purpose of computing this liability. The recommendation is that the Bureau require self-insurers to file at least annually, perhaps with the application for exemption renewal, a schedule of all open cases upon a designated form and following a prescribed valuation method.

PERIODICAL SCHEDULES

For the Bureau authorities to pass upon exemptions without knowing this liability is like a credit manager passing on credits without knowing the amount of credit asked for and without establishing a maximum line of credit. At present the Bureau is not certain whether the figure given is for determinate cases only, or for all cases, or whether it is only a rough estimate. From a few coal mining self-insurers, statements of outstanding liability are required quarterly, but the basis of estimating liability is not known. Also it is the practice of the Insurance Coverage Section to turn occasionally to the case files of the Bureau, to discover the liability of particular firms. This is feasible, however, only with small or middle-sized employers, for cases are filed, not according to employers, but in accordance with the order in which they are received by the Bureau. Furthermore, no effort is made, in such check-ups, to evaluate temporary cases.

It should not be difficult for the self-insurers to prepare such a schedule at least annually; in fact it is work they should do periodically for their own information. Without such information, neither they nor the Bureau knows much about the adequacy of reserves or about financial ability with regard to workmen's compensation payments. Temporary or other indeterminate cases by all means should be included in such a schedule, evaluated according to a prescribed method, preferably that used by the Insurance Department on claims assumed by insurance companies.

This information regarding compensation liability would apply, of course, only to those who are already self-insuring. For new applicants the Bureau must estimate future liability on the basis of the annual amount of compensation payments. No general formula can be devised that would show the relation between annual payments and maximum outstanding liability as of a given date. The relationship varies, depending chiefly on the proportionate number of long-term compensation cases.

For additional guidance in passing on financial ability, the Insurance Coverage Section uses the ratings and re-

⁶ Even among the anthracite mining self-insurers, whose statements were on the whole the most complete, four of the largest companies did not furnish this information.

ports of a mercantile credit agency, stock market quotations, and financial and industrial news concerning particular self-insurers and various industries. The latter sources, however, are not given great weight in passing judgment upon the application.

Two complications are brought to the fore in this, the balance sheet section of the application. They involve (1) the date of the balance sheet and the date of the application and (2) the treatment of subsidiary companies.

Practically all applications for renewal of exemption are received in February and March, exemptions being granted for the period April first to March thirty-first of the following year. When new applications are received during the year the exemption is granted only until the following March thirty-first. The reason for this is obvious; the fiscal year of most companies coincides with the calendar year and their annual statements usually are ready sometime during February or March, so that the balance sheet given in the application for renewal is, in most cases, practically up-to-date. In a very few cases, a different year-interval is permitted in order to fit the exemption-year to the period of a surety bond guaranteeing the compensation payments.

DISADVANTAGES IN SYSTEM

This general policy of exemption renewals in March has two disadvantages. In the first place, it crowds the major portion of the year's work of the Insurance Coverage Section into the brief period of four to six weeks, the rush of applications being particularly heavy in the latter part of March. Also in the case of companies whose fiscal year does not end on December thirty-first, the statements received are not up-to-date. Some are a year old when received.⁷ Such statements are far from satisfactory as a basis for passing judgment on financial condition. The number of exemptions included in this criticism is shown by the following distribution of the self-insurers according to the month in which their annual statements are ready:

<i>Annual statement ready in</i>	<i>Number of self-insurers</i>
January	67
February	98
March	141
April	57
May	16
June	6
July	3
August	4
September	3
October	5
November	3
December	8

Total number replying to this question 411

It appears that the best policy would be to make the exemption-year fit each case by accepting applications as soon as the annual statement is ready and dating the exemption as of the beginning of the following month. This is practicable because particular companies have their annual statements ready at about the same time each year. It is evident, from the above list, that while the bulk of the applications (about 60 per cent) still would be handled in February and March, the spread of the remainder through the rest of the year would remove much of the February-March rush in the Insurance Coverage Section and, on about 40 per cent of the applications, would give the Section "fresher" statements with which to work and enable it to dispense with temporary exemptions.

⁷Sometimes, when a new statement will be ready within a few weeks, say in April, a temporary renewal of the exemption is granted, usually for a month or until April thirtieth, and the regular exemption granted upon receipt of the new statement.

EXEMPTION OF SUBSIDIARIES

Subsidiary companies are exempted by the Bureau in two ways: some are exempted under the exemption granted to the parent company, the exempted subsidiaries being named in the order of exemption for the parent; others are exempted in their own name, though in this latter case the Bureau requires the parent company to execute a bond guaranteeing the workmen's compensation payments of the subsidiary.

It is recommended that subsidiary companies in every case be exempted in the name of the parent company. In the first place, this eliminates the necessity for the parent company's bond, and the possible legal action thereunder. The more important advantage, however, is that in this way the outstanding liability of the parent company and all its subsidiaries can be compared directly with the "financial ability" of the combined group as evidenced in a consolidated statement of assets and liabilities. In practically all cases subsidiaries are granted exemption almost entirely on the strength of the parent company's financial condition: some subsidiaries are maintained with only a nominal capitalization, some of those exempted separately even showed a capital deficit at the end of 1932 (as reported in the March, 1933, applications). When subsidiaries are scattered, each exempted separately, there is always the possibility that their total liability will increase to an amount in excess of what is considered safe as compared to the parent company's financial strength, such excess escaping the immediate notice of the Insurance Coverage Section.

RESERVES

This investigation has shown that only six per cent of the total outstanding liability of self-insurers was covered by trusted reserves, and that other forms of reserves are not adequate protection of the interest of injured workers.

The policy of the Bureau has been to require the deposit of securities (with a bank or trust company) under collateral trust agreement in some cases (1) where the outstanding liability or the prospective liability is considered large as compared with the financial resources of the self-insurer or the prospective self-insurer; (2) where the capital structure or inter-company relationships are such that this form of protection is considered advisable; (3) where the conditions within the industry concerned are such as to affect adversely the financial position of firms in that industry; or (4) where the self-insurer or the prospective self-insurer is a foreign corporation doing business within Pennsylvania, but with little or no property permanently located within the State. Of over \$1,384,000 of trusted reserves on July 31, 1933, only \$41,500 were trusted voluntarily, the remainder being trusted by requirement of the Bureau.^{7a}

Forty-one of the present self-insurers were required by the Bureau to deposit securities in this manner. In thirty-three of these cases the amount under collateral trust agreement was, on July 31, 1933, equal to or greater than the outstanding liability. Two companies had under trust an amount less than their outstanding liability, but these companies had posted surety bonds in amount more than sufficient to make up the difference. In the remaining six cases, the amount trusted was less than the outstanding liability, leaving unsecured balances ranging from \$1,200 to \$37,950, the total thus unsecured being \$70,650. Of the last six companies, four were deficient by 6 to 20 per cent of the liability. Such deficiencies could be accounted for by the present inability of the Bureau to calculate accurately the liability of the individual self-insurers.

LEGAL STATUS OF RESERVES

It is the stated aim of the Insurance Coverage Section to get over-coverage rather than under-coverage in doubt-

^{7a}The amount held under collateral trust agreement on August 1, 1934 had increased to \$1,921,519.

ful cases. In view of the responsibility placed on the authorities by the Workmen's Compensation Act, this is a commendable policy, and statistics show that it works in most cases; but there is needed some plan whereby guesswork is eliminated and, thereby, greater security assured. Of the three self-insurers with voluntary trust funds, only one was deficient, by \$2,300.

The securities deposited under collateral trust agreement were, in most cases, United States Government Bonds. Following is a classification of the self-insurers as to type of collateral trusted:⁸

	Number of Companies	
	Required by Bureau	Voluntary
All U. S. Govt. Bonds	26	—
U. S. Bonds and corporate securities	8	1
All corporate securities	6	1
Cash	1	1
	—	—
	41	3

Only first grade railroad and industrial bonds were considered acceptable in the cases where the trusts were established by agreement with the Bureau.

There is no provision in the Workmen's Compensation Act requiring such collateral trust agreements, nor even expressly permitting them. Two opinions from the Attorney General to the Workmen's Compensation Board in 1916, however, cover this point.⁹

One opinion, referring to the deposit of securities with the Board or Bureau, states that "no provision whatever is made for the deposit of securities to insure the solvency of exempted employers, or as to the use of such securities in case of default in payment of compensation, or as to who shall be custodian of such securities." It adds that "* * * there is no existing legal authority for your Board to require or accept the deposit of such bonds as collateral, and that there is no one who can legally be charged with and held responsible for their safe-keeping."

The second and later opinion, referring to the requiring of surety bonds from self-insurers, states "there is no provision in the statute which forbids their requiring or accepting additional guaranties that the employer will be able to fulfill the requirements of the Act and pay the compensation provided by the Act if liable to do so * * *. This is, however, only an additional safeguard and should not interfere with the express directions of the Act that if the employer appear no longer able to pay compensation, the Bureau shall revoke its order granting exemption, in which case the employer must insure or suffer the consequences prescribed in the Act."

These opinions are not inconsistent since the first applies to deposit of securities *with the Board* (or Bureau) and the second deals with guaranties *to the Board* (or Bureau).

Furthermore, it would appear within the Bureau's power to establish its definition of "financial ability," the details of the definition varying, if necessary, with the circumstances of each case; and if, under certain conditions, it is deemed that trusted security is necessary to financial ability, such may be required as a prerequisite to exemption. There never has been a resort to the courts to test the Bureau's right to require security in this form.

DEPOSIT RECOMMENDED

It is recommended that the insurance exemption provision, Section 305 of the Workmen's Compensation Act,

be amended to require all self-insurers to deposit securities under collateral trust agreement with an approved trustee, said security to be in the form of United States Government Bonds, bonds of the Commonwealth of Pennsylvania, or such other securities as may be acceptable to the Bureau of Workmen's Compensation, and in amount not less than the amount of liability outstanding nor less than \$10,000. The outstanding liability may be ascertained according to the formulated procedure of the Insurance Department, as used in valuing claims for reserve purposes. The minimum of \$10,000 is meant to apply to the many small self-insurers who have, at many times, no compensation cases. This amount is sufficient to cover practically the maximum liability possible on a single claim. (A very few claims exceed this amount, but the purpose of these minimum reserves is additional security and is much in the nature of a reserve for contingencies, for which purpose this amount should be adequate. It should be remembered that in no instance is absolute certainty or security achieved by reserves.) Emphasis is given to the fact that the \$10,000 and the outstanding liability are *minima* only. The Bureau would have discretion as to whether more than the minimum amount should be required, as for example, when a large employer is exempted for the first time.¹⁰

Until the suggested revision could be legislated, the requirement of such security deposit under collateral trust agreement should be a stated policy of the Bureau, under its power to establish standards of financial ability.

REASONS FOR NEED

The reasons for requiring trusted reserves are logical. The practice of sound self-insurance includes the carrying of a fund of assets to provide the means of payment of compensation benefits—without such a fund the practice is not that of self-insurance, but more properly assumption. Furthermore, such a fund should be separate from the general assets connected with the operations of the employer, for in case of stringency the general assets are not liquidated easily nor can they be spared conveniently by the business for liquidation in order to meet compensation payments; in which case the interests of claimants would not be protected in the manner clearly intended in the law. Not only should the fund of assets be separate, but they need also to be protected from the possibility of inclusion in the general corporate fund available to general creditors in case of insolvency. This protection is achieved only by trusteeing the funds or securities.

Three considerations increase the need for this form of protection:

(1) the fickleness of business conditions which, in spite of talk of planning in the future, are still such as to make all industries subject to reversals, sometimes sudden and disastrous to many in the industries concerned;

(2) the possibility of quick changes in corporate conditions and corporate structure, particularly under the Corporate Bankruptcy Act of 1934, which may subordinate the equities of compensation claimants on accidents previous to the reorganization or change in condition;

(3) the anomalous position of claimants in cases where exemptions are revoked because of unfavorable changes in financial ability.

¹⁰ The following is suggested as a possible revision of Section 305 to conform to the above recommendation, this sentence to be added at the end of the first paragraph of Section 305: "Every employer so exempt shall deposit with a bank or trust company funds or securities of kinds acceptable to the Bureau, and in an amount deemed necessary by the Bureau, but not less than the amount of the incurred liability of said employer calculated by whatever method or table is or may in the future be promulgated by the Insurance Commissioner of this Commonwealth for valuing compensation loss reserves nor less than ten thousand dollars, such funds or securities to be held by said bank or trust company to secure the liability of the employer to pay compensation as provided in this act."

⁸ Taken from records of the Bureau of Workmen's Compensation and from questionnaire replies received from self-insurers.

⁹ See *Report and Official Opinions of the Attorney General of Pennsylvania, 1915-1916* (Harrisburg, State of Pennsylvania, 1917), opinion dated May 13, 1916, pp. 375 ff., and opinion dated June 30, 1916, pp. 381 ff.

In the last situation the hands of the Bureau are tied; nothing can be done to make more secure the future payments due to claimants on "old" claims, though in this instance security is needed more than in the case of employers who are financially stronger. Furthermore, the employer's financial weakness is aggravated since he is forced into insurance equivalent to an increase in his costs of doing business since it may be assumed that he was saving by self-insuring.

From the viewpoint of the self-insurers themselves, then, it is advantageous to set aside separate funds; from the viewpoint of the claimants and the protection sought by the Act these funds should be trusted. Yet only three self-insurers had, at the time of the survey, voluntarily set up trust funds. And including the other self-insurers of whom such funds were required as a prerequisite to exemption, the total was only 44.

Security in the form of surety bond or the deposit of securities is required of all self-insurers in seventeen states. Ten states (California, District of Columbia, Georgia, Idaho, Illinois, Kentucky, Maine, Ohio, Tennessee, Virginia) accept either type of security. Colorado requires both a surety bond and a "reserve in escrow" of United States Government Bonds. Three states (Arizona, Utah, West Virginia) require only a surety bond. New York will accept only securities of the kind prescribed in certain sections of the banking law, surety bonds not being acceptable. Iowa requires the security of compensation on all fatalities and disabilities of more than one year by cash deposit or surety bond.

Information from all the states is not available to show the minimum security required. Of those reported, the smallest minimum was \$5,000 in Georgia and Virginia; the largest minimum was \$100,000 (surety bond) in Arizona. Nine states (Delaware, Indiana, Minnesota, Missouri, Nebraska, Oklahoma, South Dakota, Vermont, Wisconsin) reported that security in one form or another was required only in some cases, as in Pennsylvania.

Other Considerations Affecting Exemption: While the Workmen's Compensation Act specifies only that financial ability to pay compensation shall be the criterion upon which exemption shall be granted or denied, there are some situations not reflected in the balance sheet which influence this ability to pay. Chief of these are (1) the extent of the applicant's operations, (2) the safety provisions of the applicant and past accident experience, and (3) the nature of the applicant's operations, with particular regard to the catastrophe hazard and the need for reinsurance. Information concerning these factors is secured by the Bureau from Sections 8, 9, and 10 of the application form.

SIZE ENTERS PICTURE

In the strict application of the law, size should not be considered as a factor in granting exemptions, except as the financial condition of the applicant is measured against the probable total liability arising out of compensable injuries. Yet size does enter as a primary requisite for successful and sound self-insurance. In practice, it is the aim of the Insurance Coverage Section to discourage very small employers who apply for exemption. In this the Section is fairly successful. Where exemptions are granted to small employers, it is because the financial condition of the applicants is so strong that there is no excuse, under the law, for denying exemptions. The Bureau recognizes, though, even if the applicants do not, that this is really risk-assumption and not true self-insurance. Outside pressure, through political connections, sometimes is brought to bear on the Bureau in favor of such small applicants but there are instances where, in spite of the "political pressure," exemptions were denied if circumstances did not fully warrant favorable action by the Bureau.

Since conditions vary among types of industries and among individual employers in the same industry, no well-defined rule can be formulated as to the minimum size for sound self-insurance. This, therefore, remains as a point upon which judgment must be exercised in each individual case. It is believed that the suggested requirement of a minimum trusted reserve of \$10,000 would do much to eliminate many small applicants, and perhaps some of the present small self-insurers who are not, in spite of their financial strength, proper subjects for the practice of self-insurance. It is interesting to note that, of thirty states which replied to a question concerning the consideration of size in the granting of exemptions, only three reported that size was not considered.

Closely related to the above is the matter of safety activities, hospital or emergency aid equipment, and the like. If an Employer insures, these are provided by or encouraged by the insurance carrier as a means of reducing the frequency of accidents and the losses resulting from accidents. The thoughtful self-insurer voluntarily should adopt similar policies and provide similar services, with the direct incentive of reducing compensation losses; and most large self-insurers conform to a high standard of practice with regard to safety and emergency treatment. In the absence of such, losses (and the resulting outstanding liability) may increase to the point where they become embarrassing even to the financially strong employer. This is the only way, under the law, in which such safety measures and services can influence the granting of exemptions, though there is an equally strong argument for safety work and emergency treatment equipment from the viewpoint of human costs and suffering. Three states reported that they require or "are particularly interested in" the assigning of a special man or department to safety and compensation activities.

COAL MINE RISKS

Pennsylvania stands in a unique position with respect to catastrophe hazards, because of the large number of coal mines—anthracite and bituminous. The compensation losses resulting from a major coal mine catastrophe, if uninsured, would be sufficient to embarrass seriously even the operator who is strong financially; they could lead often to bankruptcy.

It is absolutely necessary, therefore, that the Bureau require all self-insuring coal operators, as well as any other self-insurers whose operations entail a catastrophe hazard, to reinsure. Even if trusted reserves equal to total outstanding liability be required of all self-insurers, it would be possible for a major catastrophe to build up the incurred liability to such an extent that it would be beyond the financial ability of the employer to provide the additional security required. If the total catastrophe loss was large enough, it undoubtedly would pay the operator to go into bankruptcy, "wipe the slate clean" as far as compensation liability was concerned, reorganize, and start out afresh. It is not to be inferred that this would be the action taken by every self-insurer in such a position, but there would be a strong pecuniary incentive to do so. In the replies to the questionnaire, five anthracite operators and six bituminous operators reported, "No reinsurance."

It is recommended that reinsurance of the catastrophe type (single-accident excess insurance) be required by the Bureau of every self-insuring coal-mine operator and of all other self-insurers whose catastrophe hazard is great.

Summary of Policies and Procedure of Administration Under the Exemption Provision: The chief opportunities for improvement in the Bureau's administration of the exemption provision contained in Section 305 of the Workmen's Compensation Act are:

(1) improvement in the data secured from applicants for exemption, which are the chief bases for granting or

renewing exemption, particularly in the financial statement and the reporting of outstanding compensation liability;

(2) increased efforts to eliminate smaller self-insurers and applicants; and

(3) the universal requirement of security in the form of trusted funds or securities, with, in addition, catastrophe reinsurance where a definite catastrophe hazard exists.

Most of this can be accomplished as a matter of Bureau policy, but the requirement of security-deposit should be made a part of the compensation law.

The criticism in this section and the accompanying recommendations do not result from the discovery of defaults in the payment of compensation. On the other hand, the Insurance Coverage Section has to its credit an almost unblemished record.¹¹ That this record is as clear as this is due to the judgment and personal ability of the present (and, thus far, the only) incumbent of the position of Chief of the Insurance Coverage Section, and not to the system or policies built up around that judgment. Furthermore, in order to maintain that record he has in some instances been compelled to resort to his persuasive powers to obtain payment of compensation balances by persons who had no legal responsibility to pay, and upon whom even moral responsibility often was indirect, when the companies with which those persons had been connected became insolvent. Surely, persuasion of this sort should not be required to accomplish the purposes of the compensation law.

"SALESMANSHIP" EMPLOYED

In general the granting of exemptions has been viewed as a serious matter. The importance of maintaining high standards has even been "sold" to the applicants—very few of the applicants who are denied exemption raise any serious objections nor has any case ever been taken to court to force exemption by the Bureau. In fact few are turned down, for the self-insurance privilege is not exploited nor advertised and many potential applicants are discouraged before filing application. The average number of refusals for the 1928-1932 period was eighteen per year; and it is estimated that about an equal number were "talked out of applying." During the same period the number of new exemptions granted has averaged only fifteen per year; prior to that, the average was somewhat higher.

Certain of the criticisms in this section apply not to self-insurers generally, but to a few self-insurers in particular (for example, the reporting of incomplete information, and the lack of security against catastrophic losses). To meet such cases, general administrative policies must be adopted, applicable to all self-insurers, and it is believed that self-insurers and self-insurance generally will benefit thereby. A further example of deficiencies in particular cases is contained in the following section.

COMPLIANCE WITH GENERAL PROVISIONS OF THE WORKMEN'S COMPENSATION ACT

The general provisions of the Workmen's Compensation Act, as they apply to self-insurers, may be divided into

two groups: the requiring of certain reports and agreements, and the stipulation of certain amounts and methods of payment. In the study of the self-insurers' compliance with these provisions and administrative regulations thereunder, there are three possible comparisons: (1) a comparison of self-insurers' compliance with the letter of the law, (2) a comparison of the compliance of insured employers and insurance companies with the same provisions, and (3) a comparison within the ranks of the self-insurers—of the degree of variation among self-insurers with regard to compliance.

Filing of Required Reports: Other than the annual application for exemption renewal, the only reports required of self-insurers are accident reports. In addition, if employer and employee agree that an injury is compensable, the agreement must be submitted to the Bureau. It is to be expected that in the filing of such papers the self-insurers would show a better record with regard to elapsed time between accident and filing date than the insurance companies. For in the case of the insured risks it takes time for the accident report to be delivered, usually by mail, by the employer to the insurance company for forwarding to the Bureau. Frequently a triple transfer takes place: from employer to insurance broker to insurance company to Bureau. Also allowance must be made for the time consumed by paper-work incidental to the accident report or agreement in the insurance company office. An additional source of difference in delay arises in agreements, which are in most cases filled in by the insurance company and sent to the insured employer for signature. All of these reporting processes are in most instances handled directly by self-insuring employers. Exceptions are the self-insurers who retain an independent workmen's compensation management service, and some instances where branches or subsidiary companies are required to submit reports through a central office.

The effect of this direct handling is shown in Tables XVI and XVII. Throughout, the average delay in filing is from one to seven days less for the self-insurers than for the insurance companies. There are, however, two particulars worthy of note. Table XVI, which is taken from a statistical series prepared annually by the Bureau of Accounts and Statistics of the Department of Labor and Industry, shows considerable improvement on the part of self-insurers with respect to both accident reporting and agreement submission (delay decreases, 20 per cent and 23 per cent respectively). The insurance company experience shows no change on accident reports, and a decrease of 15 per cent in delay on agreements. It would seem from this that the relative efficiency of workmen's compensation administration by self-insurers is increasing, at least with regard to compliance with these requirements of the law.

Table XVII shows that the self-insurers have a very high percentage of "no accident report" cases among the petition (contested) cases. Self-insurers had filed no accident report in 37.9 per cent of the petition cases; the corresponding percentage for the insurance companies is 27.8.¹² Also, in the petition cases, the self-insurers do not compare favorably with the insurance companies in the percentage of reports filed within the thirty-day period specified by law.¹³

¹¹ Up to August, 1933, no self-insurer or ex-self-insurer had ever defaulted on the payment of its compensation claims. The Bureau records on all ex-self-insurers were examined by a certified public accountant in 1929, when a general examination and audit of the Bureau was made. All cases were found to be "paid up to date." In August, 1933, a sample study of the ex-self-insurers from 1929 to date, was made with the same result. Shortly thereafter there came to the Bureau's attention the case of an ex-self-insurer having a single open claim with a balance payable of about \$125, whereon payments were discontinued. Up to that time, payments had been made by reorganizers of the original self-insuring company, who had no legal responsibility whatever to make payments on the original claims.

¹² It is possible that in some of these "no accident report" cases reports were filed, but were lost from the Bureau's file. This, however, would be but a small number, and it can be assumed that the effect of such lost reports would bear on the insured and self-insured classifications proportionately.

¹³ Act of July 19, 1913, P. L. 843, Section 1.

TABLE XVI. Experience of Insurance Companies and Self-Insurers in Filing with the Bureau of Workmen's Compensation Accident Reports and Agreements for the Payment of Compensation—1927-1932

Year	Average number of days elapsed between accident and filing of accident report		Average number of days elapsed between accident and submission of agreement	
	Self-Insurers	Insurance Companies	Self-Insurers	Insurance Companies
1927 -----	17.3	20.1	47.5	48.9
1928 -----	15.4	19.1	43.2	44.4
1929 -----	15.4	19.6	40.9	43.0
1930 -----	14.2	20.2	40.1	43.5
1931 -----	13.9	19.8	38.1	40.9
1932 -----	13.8	20.8	36.5	41.4

Source: Special report of Bureau of Accounts and Statistics, Department of Labor and Industry.

TABLE XVII. Comparison of Self-Insurers and Insured Employers with Respect to Delay in Reporting Accidents to the Bureau of Workmen's Compensation

	All Cases		Agreement Cases		Petition Case	
	Self-Ins'd	Ins'd	Self-Ins'd	Ins'd	Self-Ins'd	Ins'd
Number of cases studied --	759	887	614	657	145	230
	%	%	%	%	%	%
Days elapsed between date of accident and filing of report:						
1 to 30 -----	79.1	70.5	87.9	78.4	41.4	47.8
31 to 60 -----	5.4	10.0	5.7	10.6	4.1	8.3
61 to 90 -----	1.2	3.9	1.0	3.2	2.1	6.1
Over 90 -----	4.8	5.1	2.0	3.4	14.5	10.0
No accident report on file --	9.5	10.5	2.8	4.4	37.9	27.8
	100.0	100.0	100.0	100.0	100.0	100.0
Median delay number of days ^a -----	17	19	17	18	22	23

^a Median is based only on cases where accident report was on file.

Source: Compiled from unpublished data from special study made for the Governor's Committee on Workmen's Compensation, August, 1933. This sample of 1646 cases included fatalities and permanent disabilities, mostly still open at time of study, and temporary disabilities, closed cases.

There are two possible explanations for this. The self-insurers, or a number of them sufficient to affect the average, are not as well versed in the requirements of the law and may fail to report many borderline cases, cases which later come to light through claims of the injured workers. On the other hand the delay or failure to report may be intentional, to avoid liability, if possible, on the borderline cases. Insured employers would have no direct interest in failing purposely to report borderline cases to the insurance companies. It is impossible, from the records, to distinguish these causal factors; it is a matter of the self-insured employer's intent—an imponderable element. The condition remains, nevertheless, as a situation needing correction.

There is surprisingly little variation in delay among the self-insurers themselves. With but a few exceptions, the self-insurers with unusually long elapsed time between accident and accident report and agreement-submission are those which employ special compensation management services, or which report through central offices, especially where the central office is in another state or some distance removed.

Amount and Method of Payments: The amount of compensation for fatalities and disabilities and the method of calculating the same are detailed in Sections 306, 307, and 309 of the Workmen's Compensation Act. Section 308 specifies that "except as hereinafter provided, all com-

pensation payable under this article shall be payable in periodical installments, as the wages of the employee were payable before the accident."¹⁴ By regulation of the Board and Bureau, "receipts covering intermediate compensation payments under an agreement or award in disability and fatal cases must be filed with the Bureau at least quarterly."¹⁵

In the study of the Bureau records, there was disclosed only one serious instance of underpayment of claims by a self-insurer. This had been discovered by the Bureau in October, 1932. The employer, over an extended period, had been making payments semi-monthly, but each payment covered only two weeks' compensation. In a year, therefore, an injured worker or widow would receive but 48 weeks' compensation, a loss of nearly eight per cent. By January 1, 1933, this employer was in arrears about \$5,000 on thirty claims, all fatalities and permanent disabilities. These cases still were being adjusted in July, 1933, and the employer had agreed to adhere to a bi-weekly payment schedule.

DELAYED PAYMENTS

It is difficult to separate the consideration of delayed payments and delayed receipts (or the non-filing of receipts). When it is noticed, for example, that receipts are not coming in to the Bureau at least quarterly, or when receipts have not been filed by an employer on many cases for nearly a year, it may be presumed that payments are not being made on time, for if receipts are in the possession of the employer there seems to be little reason for not filing them with the Bureau. This presumption is given strength by the fact that letters from the Bureau, in some of the cases studied a series of two or three letters, did not bring forth the required receipts in a reasonable time.

Of 140 self-insurers whose open cases in the Bureau records were reviewed in detail, only 20 companies were open to criticism on delay in filing receipts. Of these, ten were cases where receipts were frequently two to four months late; the other ten had many cases where no receipts had been filed for as long as nine months, some for over a year. A few seemed to file receipts only upon special request of the Bureau. One self-insurer consistently filed only copies of receipts, all in the same handwriting (presumably a clerk's) and signed by the same "copyist." Another filed no receipts, but submitted annually a notarized list of payments. In a great many cases, claims were left "hanging fire" for as long as two years, every indication being that payments had stopped, probably for cause, but no final receipt being filed nor the case closed as required by regulations, in spite of Bureau efforts.

Probably not all of these irregularities are due to delayed payments. Some may reflect only carelessness, some may be due to ignorance of the requirements of the regulations of the Board and Bureau. The only data obtained directly on delayed payments are in the form of a comparison of employees' complaints against self-insurers with those against insurance companies; and these data are subject to question because of the employee's fear of losing his job if he complains about his employer. From January, 1933 to May, 1934 the Bureau received and investigated 184 complaints of delayed payments by self-insurers; in the same period there were 622 complaints against insurance carriers. Thus, while the self-insurers have about a third of the State's compensation claims, only 23

¹⁴ The exception noted is the permission granted to the Workmen's Compensation Board to commute compensation benefits under specified circumstances. Section 316 of the Act.

¹⁵ *Rules of Procedure, Workmen's Compensation Board and Workmen's Compensation Bureau*, Special Bulletin No. 28, Department of Labor and Industry, Harrisburg, 1929, pp. 22-23.

per cent of the complaints of delayed payment were lodged against them.

Recommendations: It has been shown that only a few of the self-insurers can be accused of non-compliance with the Act or with administrative regulations thereunder, yet the number is large enough to require some efforts toward correction.

EDUCATION RECOMMENDED

To the extent that the delays and absolute non-compliance may be caused by ignorance of the compensation law and administration, educational activities by the Bureau may improve the quality of self-insurers' compensation administration. At present the self-insurers, when first exempted, receive a folder, "Instructions for Reporting Accidents, Handling Compensation Cases, Filing Claims, etc.;"¹⁶ but apparently some continued and more emphatic educational policy is needed.

It is desirable also that the Bureau's present policy of informing injured workers (when accident reports have been filed) of their rights under the Workmen's Compensation Act be continued. Such education of the workers should be extended to include those who have not yet been injured, so that they may in some measure be protected from loss of compensation due to the employer's failure to file an accident report. This might be accomplished by requiring a condensed and simplified statement of the law, in standard form, to be delivered to every employee upon hiring.

There undoubtedly will be some instances where it is evident that such measures are of no avail in inducing compliance: there probably will be found occasionally employers who are openly and flagrantly administering workmen's compensation in a manner defiant of the law and regulations. The Bureau should have some sure and efficient means of enforcement applicable to such cases. At present there is only the provision for \$100 fine for failure to report accidents as required,¹⁷ no enforcement provision concerning the filing of receipts for compensation payments, and only the privilege, granted to the injured worker or his dependents, of filing a lien (of doubtful value) against the property of the employer¹⁸ as a protection against default or delay.

In practice it is rarely, if ever, possible to secure convictions and penalties in the lower courts for non-compliance with the accident-reporting and insurance provisions of the Workmen's Compensation laws. Undoubtedly the surest means of enforcement would be by threat of revocation of the exemption from the insurance requirement. Under the existing law, the Bureau has no right to take such action; the only reason for revocation is apparent inability to pay compensation.

It is recommended that the exemption provision be amended to permit revocation of the exemption order by the Bureau for non-compliance with the provisions of the Acts or with regulations of the Board or Bureau, after a

warning notice to the self-insurer.¹⁹ Of twenty-seven states that replied to the question, twenty-five²⁰ reported the right to revoke for "non-compliance with workmen's compensation law or the regulations of the compensation authority."

It is probable that this revocation privilege will seldom, if ever, be exercised, for in view of the savings realized by self-insurance it is probable that the threat of revocation will suffice to secure compliance. Furthermore, as has already been indicated, there is only a relatively small number of self-insurers to whom criticism of abuse or non-compliance can be directed. It is to bring these few into line that the foregoing recommendations are made.

CONCLUSION

It cannot be denied that self-insurance has a well-founded place in industry as a means of dealing with certain risks; in some instances it is clearly more desirable than insurance. The hazards to which self-insurance is applicable and the situations where self-insurance may be practiced soundly are fairly well defined. It is recognized that the workmen's compensation risk is particularly suited to self-insurance, possibly more so than other business risks; but sound self-insurance practice requires spread of risk over a large number of employees and adequate financial provision for losses.

By far the majority of Pennsylvania self-insurers meet the first requirement—size—but only a small minority can be said to make adequate financial provision for losses, adequate both from the viewpoint of the employer's financial position and from the viewpoint of the law's intention to safeguard the interests of injured workers.

In addition there are, on the part of a few self-insurers, abuses of the self-insurance privilege and non-compliance with the provisions of the law and administrative regulations. Some of this non-compliance may not be, at root, detrimental to the interests of injured workers, but it impedes the administrative functions of the Bureau, particularly in efforts to prevent abuse of the worker's rights.

Certain recommendations have been made, chiefly with respect to methods of and requirements for exemption, and enforcement of general legal provisions and regulations. None of these recommendations would bear heavily on those self-insurers who are now living up to the requirements of sound self-insurance and who govern their practices accordingly. Even where additional protected reserves are recommended, the amount suggested is not in excess of what a firm should want for its own protection, particularly as recognition of an incurred legal liability; and the cost of keeping such reserves is negligible as compared to the net savings of most firms due to self-insurance.

Unfavorable criticisms of self-insurance and of self-insurers find as their chief targets those firms mentioned above which are not following sound self-insurance practices, or which are not truly "eligible" for self-insurance, or which are responsible for the abuses herein discussed. Revision of harmful or undesirable practices, possibly accompanied by the elimination of some of the present self-insurers, cannot help but strengthen the position of self-insurance generally. More such improvements made voluntarily by the self-insurers as individuals, means less need for State regulation and enforcement. And it is hoped that self-insurers will see in these recommendations the possibility of improvement of their general status and the minimizing of never-too-popular enforcement measures.

¹⁶ Issued by the Department of Labor and Industry, Harrisburg, 1927.

¹⁷ Act of July 19, 1913, P. L. 843, Section 2.

¹⁸ Workmen's Compensation Act, June 2, 1915, P. L. 736, Section 428.

¹⁹ The following is suggested as a possible revision of Section 305 to conform to the above recommendation: "The Bureau may, from time to time, require further statements of the financial ability of such employer, and, if at any time such employer appear no longer able to pay compensation, shall revoke its order granting exemption; or, if at any time it appear to the Bureau that such employer has failed to comply with the laws relating to workmen's compensation or to the reporting of accidents or with rules or regulations of the Board or Bureau, the Bureau may upon due notice revoke its order granting exemption; in which case, etc. etc." An amendment similar to this was incorporated in Senate Bill No. 72 and House Bill No. 204, Extraordinary Session of 1933, which failed to pass.

²⁰ California, Colorado, Delaware, District of Columbia, Idaho, Georgia, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Michigan, Minnesota, Missouri, Nebraska, New York, Ohio, Oklahoma, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin, Arizona officials reported that they had had no occasion to revoke an exemption for non-compliance; the wording of the New Jersey law is almost identical with that of Pennsylvania.

How Injured Workers Fare Under the Pennsylvania Workmen's Compensation System—Summary of a Study of 7000 Cases.*

One of the best ways to test the strength or weakness of a law is to analyze the results of its operation.

The present study attempts to do this for the Pennsylvania Workmen's Compensation Law by examining in detail just what has happened under the law in approximately 7,000 typical compensation cases. No similar effort has been made on a comparable basis.

Unlike the average study of this sort, this survey does not deal with a few isolated cases. It does not deal with extremities, selecting and studying glaring cases which constitute the exception rather than the rule. On the contrary this study is interested only in the average results of the Pennsylvania law as revealed by cases which in number and variety are generally characteristic of all cases.

To ascertain just what the Pennsylvania Workmen's Compensation Law is doing, this survey was carried directly to those for whose protection the law was enacted. Through the careful work of more than 100 disinterested and well-qualified persons, paid through the Civil Works Administration, the survey has gathered from injured workers and the families of workers who were killed in industry a first-hand picture of what is happening under the present law. The result is an uncolored picture, free of distortion and prejudice and showing clearly what the public, workers, employers and insurers reasonably may expect from the existing compensation system.

The 7,000 cases incorporated in this study were distributed through 25 of the 67 counties of the state. More than three-fourths of them represent accidents which occurred during the years of 1932 and 1933. They cover the three major classifications of compensable accidents: two-thirds involve injuries producing temporary disability, one-fourth involve injuries causing permanent disability or death and about one-tenth resulted in fatalities.

The general conclusion resulting from this microscopic study is that the Pennsylvania Workmen's Compensation Law is far from efficient in attaining the objectives for which the system ostensibly was created. Because of the low minimums and comparatively great leeway permitted to employers and insurers the law places too big a premium upon the fairness and generosity of those who pay the compensation. Where the employer is a self-insurer, has the interest of his workers at heart and is able financially, the worker or his family has a good chance of receiving considerate treatment and enjoying the benefits which the law intends he should enjoy. Where the self-insuring employer or the insurance company is not inclined to take a fair or liberal view of the purpose of workmen's compensation, the worker or his family does not fare so well and may receive only a part of the benefits which should be provided by the law.

LARGE GROUP SATISFIED

These conclusions are supported by the survey which discloses that, while there is evidence that many who receive compensation were not familiar with the law or with their rights, 70 per cent of the persons interviewed expressed belief that they had received fair treatment. The other 30 per cent voiced complaints based upon the paucity of benefits, the loss of their jobs, unfairness, irregular or delayed payments and the necessity of litigation in obtaining compensation.

The comparatively low benefits of the Pennsylvania law, as against those provided by the compensation systems of other states, is reflected in the survey's disclosure that in one-third of the cases studied, the accidents placed upon the workers or their dependents expenses in excess of the medical and funeral benefits received. In 60 per cent of the fatal cases the family of the decedent workman paid an average expense of \$332 more than the \$150 for which the employer or insurer is liable under the law. When the payments and expenses resulting from the accident were analyzed there remained unpaid bills in 11 per cent of the cases, the amounts ranging from an average of \$65 in temporary disability cases to \$229 in the cases of fatalities. To a large extent this condition existed because the worker had to rely entirely upon compensation and, in two out of every three cases, had no other insurance.

Depression conditions had the effect of further aggravating the difficulties in which the injured worker or his family was plunged as an indirect result of compensable accidents. The amount of compensation received was insufficient to replace earnings. Money was not available to pay grocery bills and living expenses. Savings were used up and money was borrowed where possible. Wives of injured men were compelled to assume the roles of bread-winners and entire families frequently were forced upon county relief rolls.

As the result of compensable accidents the workers, in one out of every five cases which were not fatal, lost their chances of a better job. Their confidence was destroyed and in one-fifth of the cases studied the worker, when re-employed, went back to a job which paid lower wages.

These were the final, major effects of the accidents and the compensation they produced. Along with them, the survey revealed other ways in which the existing compensation system sometimes may work hardships upon the injured workers or the families of those who are killed.

The study disclosed that ignorance of their rights may be a serious handicap for those who should benefit from the Workmen's Compensation Law. This is possible under the agreement plan whereby more than 90 per cent of Pennsylvania compensation cases are settled by agreements entered into between those who pay the insurance and those who receive it. In 34 per cent of the cases of this type the worker or dependents signed an agreement they thought was fair. In 10 per cent of the cases, agreements were hurriedly signed, before the expiration of the 10 days which the law specifies must intervene between the time of the accident and the date of the agreement. Employers' delay in reporting accidents frequently prevents the Bureau of Workmen's Compensation from protecting the injured worker with the result that in almost 17 per cent of the cases studied accident reports either were not filed or were illegally filed with the bureau.

DELAY ENCOUNTERED

In the one out of 10 compensation cases which are settled through hearings, those who should receive compensation often are handicapped by delay and unnecessary expense. The survey reveals that the average period between the filing of a claim petition and the decision of the workmen's compensation referee is from two to three months. In addition there is a strong possibility that the beneficiary will not receive the interest which the law

* Summary of Advisory Committee Study supervised by J. Perry Horlacher, University of Pennsylvania. Complete report in Department of Labor and Industry Special Bulletin 40—Workmen's Compensation Studies, Part I.

specifies must be paid from the time the compensation was legally due until the date of the first payment. The cost of legal and medical services in connection with the hearings considerably reduce the net benefits received from compensation. Attorneys' fees in the cases studied ranged from less than one-tenth to one-third or more of the compensation involved; the cost of medical testimony ranged from services furnished free in 70 per cent of the cases to an average of \$18.75 for another group of 114 cases.

Delayed or irregular payments of compensation are factors in a large proportion of Pennsylvania cases. The study shows that, for all cases, the first payment is made on an average of 25 days after the accident although four out of ten were made after a period of more than one month. In contested cases, the first payment was made on an average of 41 days after the referee rendered a decision.

The beginning of payments is not always an assurance that they will be continued in accordance with the law. Irregular and commuted payments were reported in one out of every four cases analyzed and, in one out of every ten cases, those receiving compensation reported that they signed agreements for termination of payments under pressure.

As to what the worker or his family receives in compensation, the survey showed an average payment of \$227 for temporary disability; \$1,085 for permanent disability and \$3,914 in fatal cases.

The inadequacy of the Pennsylvania provision for payment of medical expenses during a period of 30 days only, is indicated by the fact that the survey showed that the average period of treatment required was 51 days. In 15 per cent of the cases, treatment was necessary for more than 6 months.

In the foregoing summary, the results of the Pennsylvania Compensation Law, as revealed by the 7,000 case study, are briefly sketched. In the following pages the analysis accruing from the survey is discussed in greater detail.

AGREEMENTS

In view of the fact that the worker has the alternative of filing a claim petition and having his case heard before a compensation referee, it is interesting to ascertain why the Pennsylvania system is primarily one of agreements. This is certainly the case when more than 90 per cent of all compensable accidents are handled by agreements.

The question arises as to why the worker chooses the alternative of a hearing is only five to 10 per cent of the cases and what reasons he gives for preferring to enter into an agreement with his employer.

The present survey reveals that 34 per cent of the workers freely signed agreements because they thought the agreements were fair and accorded them that to which they were entitled under the law. Fifteen per cent said they felt more or less compelled to sign, either because of the need for immediate funds to replace wages or because some degree of influence or pressure was exerted upon them. They believed that, by signing, they would avoid trouble and the possible loss of their jobs. A few explained that the pressure exerted upon them was that of employers or insurers convincing them they had no choice other than to sign the agreements.

Slightly less than 15 per cent relied upon advice received from others in deciding whether to sign an agreement. In three out of every four instances, this advice came from the employer or a representative of the insurance company; in one out of every eight cases the source was persons who definitely would be expected to take the injured workers' point of view.

On the whole, there is evidence that a large percentage

of the workers did not attribute to the signing of the agreement the thought and consideration that action deserved. Twelve per cent of the workers who signed agreements admitted they did so without giving the matter much thought. An agreement was put before them and they signed it almost automatically. Some were completely ignorant of what they were signing; others said they thought the agreement was merely an accident report. A small group (6 per cent) insisted that they had signed no agreement. More than 10 per cent informed the interviewers that they signed an agreement "to get compensation," a response which necessarily does not disclose a motive.

In considering another phase of the agreement situation, it must be borne in mind that the Compensation Act specifies that an agreement may be executed on or after the tenth day following an accident; agreements signed before that interval has passed are specifically invalidated. Despite this provision of the law, one-fifth of all agreements investigated were found to have been signed within less than 10 days from the date of the accident. One-fourth of the agreements entered into by private insurance companies were signed in less than 10 days; the percentage of self-insurer and State Workmen's Insurance Fund agreements was appreciably less.

Three-fourths of all the agreements were signed in less than one month, the average elapsed time from the date of the accident to the date of the signing being 18 days.

EMPLOYERS LESS PROMPT

While employers and insurers act quickly in securing the signature of the worker, they are much less prompt in filing the agreement with the Compensation Bureau for its approval or disapproval. On the average, the time taken to file agreements was almost double that required to obtain the worker's signature—a period of 33 days from the date of the accident. Over 25 per cent of the agreements were filed 50 or more days after the accident occurred, a third more than 40 days after the accident.

The speed of employers and insurers in getting agreements signed so soon after the accident contrasts significantly with their slowness in submitting agreements for approval, especially in view of the feature of the Act which makes agreements signed in less than 10 days null and void.

If first impressions are important, the worker's first interview concerning compensation for his injury may be of much significance. In half of the cases this first contact was with the employer or his representative. In over 90 per cent it was with the employer, the insurer, or their representatives. In only 2 per cent of the cases was the first contact with the Compensation Bureau at Harrisburg or a field adjuster of the bureau. In 40 per cent of the cases the first interview occurred less than 10 days after the injury; in the average case the man was interviewed regarding compensation 13 days after he was hurt.

One of the fundamental duties—if not the most important duty—of the Bureau of Workmen's Compensation is to protect injured workers' rights under the law. The discharge of this duty, however, is impossible unless the bureau receives information that the worker has been hurt. Consequently, the failure of employers to report industrial accidents to the bureau, as required by law, aids in defeating the basic purpose for which the bureau exists.

Accident reports were illegally filed in more than 17 per cent of the 7,000 cases investigated. No report was filed in three per cent of the cases and in about 15 per cent a report was filed after the 30-day maximum period for filing had elapsed. The other four-fifths of the accidents were reported within 30 days, as the law demands.

HEARINGS

Under the Pennsylvania system cases which are carried to hearings before the referee and the Workmen's Compensation Board constitute only a small part of the total in which compensation is paid. On the whole, though, they involve the more serious cases and the speed, lack of expense, and equity with which the hearing system functions is an important factor in determining the worker's willingness to reject an agreement he otherwise might sign.

The hearing cases studied involve nearly 1,300 petitions, of which roughly half were claim petitions, a fourth were termination petitions and the rest were petitions for modification, review and reinstatement.

The outstanding fact disclosed by the survey is that a long delay is involved in the disposition of a petition. An average of from two to three months elapsed from the time the petition was received at Harrisburg until the referee handed down his decision in the matter. Not much of this time was consumed by the Workmen's Compensation Bureau which required only an average of 5 days to assign the petition to a referee.

Information on the delay from the date of filing to the date of the referee's decision was available for more than 80 per cent of the petitions studied. About a third of these were disposed of in less than two months; about a half, in less than three months. Approximately 15 per cent took more than six months for disposition.

The period of delay for which information was available for the largest number of the petitions studied, namely, from filing to decisions, shows an average lapsed time of 81 days for all petitions. For claim petitions filed by the worker to obtain an award for the payment of compensation the average lapsed time was 93 days. For termination petitions filed by the employer or insurer to terminate payments when the worker refuses to sign a final receipt the average delay was 78 days. In the latter instance, it should be noted that payments cease with the filing of the petition and are resumed or not as the referee decides.

The survey shows that 188 petitions were appealed from the referee's decision to the Workmen's Compensation Board. Over three-fourths of these appeals had not been disposed of by the Board at the end of three months. In the average appeal the Board's decision was handed down 111 days after the referee's decision. Only 5 per cent were decided in less than two months.

To compensate the claimant for any delays entailed in the decision of his claim, the Compensation Act provides that interest shall be awarded for the period from the date when compensation was legally due to the time of the first payment. Data based upon 452 of the claim petitions studied showed that no interest was awarded in 138, or almost a third.

REPRESENTATION LACKING

Although legal representation at hearings may play an important part in the ultimate result, those who pay and those who receive compensation not always are represented before the referees. In very few cases (less than 5 per cent of those studied) neither party was represented by an attorney. In the majority of the hearings there was legal representation for both worker and employer. The employer alone was represented in one-third of the hearings while, on the other hand, in only 3 per cent was the worker alone represented. The employer or insurer was represented by counsel in more than 90 per cent of all hearings; the injured worker, in less than 65 per cent.

The worker is more likely to have an attorney at the hearing of a claim petition than at the hearing of a termination petition. In almost one-half of the termination petitions, the employer or insurer was represented and

the worker was not. This was the case in only one-fourth of the hearings on claim petitions.

The principal cost to the worker in hearing cases is the fee he is required to pay attorneys. This item is important not only because it reduces the amount of money the worker receives out of the compensation claim but also because the legal costs commonly must be paid out of the first compensation check he gets.

In about one-third of the cases where workers obtained the services of attorneys they paid no fee. The attorney was furnished by a labor union, by the state, or had given his services gratis.

Information on the amount of the fee was secured in 355 cases. In one-fourth of these the fee amounted to 25 per cent or more of the total compensation received; in one-sixth, the lawyer took a third of the compensation, or more, in only 40 per cent of the 355 cases was the fee less than 10 per cent of the compensation.

A majority of the workers who hired legal services did not know what it would cost them until their cases were settled. No prior agreement on fees had been made.

The nature and cost of medical testimony is another factor which is of considerable importance to the injured worker in hearing cases. The reasons are obvious. In more than one-half of all hearings the controversy centered about a medical question exclusively; both medical and non-medical questions were at issue in another 10 per cent and in only one-third of the hearings were the questions involved of an exclusively non-medical character.

At those hearings where only one party had the benefit of medical testimony, the worker more frequently called a doctor to testify for him. In one-fifth of the hearings, medical testimony was given for the injured person and none was introduced by the employer or insurer. The reverse was encountered in only 15 per cent of the hearings. Medical testimony was introduced for both sides in one-fourth of all hearings and, for neither side, in about 40 per cent. It is significant that 20 per cent of the doctors who testified for the injured man did not treat him, and that about 40 per cent of the doctors testifying for the employer or insurer also had no direct knowledge of the worker's injury.

As to the cost which the submission of medical testimony imposed upon the worker, the survey showed that in about 70 per cent of the cases where this information was available, no fee was paid. The average fee in 114 cases was \$18.75.

PAYMENTS

The theory of the Workmen's Compensation Law is to provide compensation payments through periods of injury at the same intervals as wages were paid, continuing the regular income of the injured worker as a partial substitute for wages. In practice, however, this result not always is attained. Payments are frequently begun late, continued at irregular intervals and, sometimes, are abruptly terminated.

In the cases investigated the payments of compensation began on an average of 25 days after the accident. In about one-third of the cases, the first payment was received in less than 20 days while four out of every ten injured workers had to wait a month or more before receiving any compensation.

Private insurance companies were most prompt in starting compensation; self-insurers were less prompt and payments by the State Workmen's Insurance Fund reflected the delay incident to issuing checks through the State Treasury instead of directly from the State Fund. The insurance companies, in two-thirds of their cases, made the first payment in less than one month after the accident; the self-insurers maintained this pace in 57 per cent of their cases and the State Fund, in 38 per cent.

Where compensation claims are contested and are carried before the referees and the Workmen's Compensation Board the delay in the first payment is greater. After waiting two or three months for the decision to be rendered in the case, the worker who is granted an award must wait another month or more for his first compensation. The time of the first payment could not be ascertained in nearly a third of the claim petition cases which reached a decision, principally because no receipts for the first payment were filed with the Compensation Bureau. But in the 290 cases for which this information was available, the elapsed time from the referee's decision to the date of the first payment averaged 41 days. Appreciably more than half of these claimants had to wait a month or more.

Once started, compensation payments came at regular intervals in more than three-fourths of the cases—every two weeks in the majority of these cases; weekly in a little more than a third and monthly or bi-monthly in others.

Regular payments by insurance companies were made mostly at weekly intervals. Three-fourths of the workers paid regularly by self-insurers received their compensation every two weeks, as did 80 per cent of those receiving regular payments from the State Fund.

Lump sum payments were made in 10 per cent of the cases and irregular payments were made in about 12 per cent. Here a marked difference was evident among the various types of insurance carriers. Irregular payments were made in less than 5 per cent of the self-insured cases; in more than 12 per cent of the insurance company cases and in more than 25 per cent of the State Fund cases.

The survey indicates that frequently payments are not made directly to the injured. The compensation check came from the employer in more than one-tenth of the cases insured by private companies. In 63 cases payment was made through the claimant's lawyer. More than 10 per cent of all the workers interviewed reported that they had received payments before signing an agreement or getting an award.

AVERAGE COMPENSATION

Workers who suffered temporary disabilities received an average compensation of \$227. Those who suffered permanent disability, both partial and total, received an average compensation of \$1,085. The dependents of workers who were killed received an average of \$3,914.

The average compensation paid by self-insurers for each type of injury was higher than the average paid by private insurance companies or the State Fund. The Fund paid a lower average compensation in temporary cases than did the insurance companies; a higher average, in permanent and fatal cases. The average compensation paid for all insurance company cases was \$577; for all State Fund cases, \$686; for all self-insured cases, \$988; and for all cases regardless of severity or insurance status, \$728.

Through a comparison of payments made before and after the decision of the Pennsylvania Superior Court in the Romig case, the survey clearly demonstrates the effect of that decision. The Superior Court, subsequently reversed by the State Supreme Court, voided the Workmen's Compensation Board's ruling that workers injured in the course of part-time work should be paid on the basis of a five and one-half day week.

Prior to the Superior Court decision the Workmen's Compensation Board required that part-time workers be compensated on the basis of an average weekly wage computed by multiplying the average daily wage by five and one-half. This was important to the worker during the depression when many employers staggered the work in

their plants or shut down the plants entirely for several days each week, leaving employees to work only two or three days a week.

What happened when the Superior Court overruled the Workmen's Compensation Board is shown by a comparison of the average compensation incurred for compensable injuries occurring during two six months periods, one prior to the decision and the other after the decision. The average compensation incurred for all cases from May to October, 1932 (prior to the Superior Court ruling) was \$617. For all cases from May to October, 1933 (after the Superior Court ruling) the average was \$418. Obviously the effect of the Court's decision was to reduce the average compensation payments by one-third.

It should be noted, however, that the Supreme Court, in reversing the Superior Court and sustaining the ruling of the Compensation Board, has eliminated this factor and has restored the five and one-half day week as the basis of compensation in the case of part-time workers.

Some interesting and significant facts were shown by the survey with regard to the circumstances under which payment of compensation is terminated.

The compensation cases close when a final receipt is filed with the bureau indicating that the disability has ceased—if it was temporary—or that the full amount of compensation provided under the statute has been paid—if permanent disabilities or fatalities were involved.

The workers were asked why they signed a final receipt. Excluding the cases where compensation still was being received, more than half reported that they had agreed to sign because they were able to, or had resumed work, because they were satisfied with the amount of compensation they had received, or because they knew that the statutory period of payments had ended. One-sixth of these workers said they signed a final receipt under a sense of necessity resulting from some degree of influence or pressure exerted upon them. Either there was direct pressure from the employer or insurer or, as was more frequently the case, the last payment the employer or insurer intended to make was offered on condition that a final receipt be signed.

Many of the workers signed the final receipt in much the same way as they signed the original compensation agreement, without any consideration of the contents or the effect. Others acted upon advice which came principally from the employer or the insurance company. Nearly 10 per cent asserted that no final receipt had been signed.

MEDICAL TREATMENT

One phase of the Pennsylvania Workmen's Compensation Law on which the survey uncovered a predominance of evidence pointing to a single conclusion was the section providing for payment of medical costs up to \$100 and for hospital treatment not to exceed 30 days. Analysis of the 7,000 cases disclosed that these limitations established minimums which are considerably below what they should be in order to give the injured workman adequate protection.

Some idea of the extent of medical treatment necessary in compensation cases may be had from the length of time treatment actually is received, although it should be observed that this period, because of the present limitations of the law, doubtless is shorter than it would be if the worker bore none of this expense himself. A reasonable conclusion is that the average period of treatments shown by this survey represents a minimum because, at the end of 30 days, the injured workman must choose between remaining in a hospital at his own expense or going home even though he continues in need of hospital care.

More than two-thirds of the workers investigated were treated over a period of two months or longer. More than

one-fourth required medical treatment for four months or longer. In the average case, 51 days elapsed between the first and last treatments. In about 15 per cent of the cases, treatment was received for a period of more than six months.

In nearly 10 per cent of the cases where treatment was still necessary 30 days after the accident, the treatment was changed on the thirtieth day. The changes were principally of three kinds: from a hospital to the workmen's home or place of employment, in about a third of the cases; from one doctor to another, in about one-fourth of the cases; and from a hospital to treatment by the employer's doctor or at an insurance company clinic, in 15 per cent of the cases.

A third of all changes occurring on the thirtieth day were made at the direction of the employer or insurance carrier, and reasonably may be attributed to the 30-day limitation of the law. About one-sixth of the changes were due to an additional development in the course of the injury and only incidentally occurred on the thirtieth day. In some instances the worker thought his removal from the hospital on the thirtieth day was justified because he had recovered to an extent that only occasional visits to the doctor were necessary. This was the case in more than 10 per cent of the changes. In about 8 per cent the change was necessitated by the worker's inability to assume the expense of treatment after the thirtieth day.

MEDICAL TREATMENT

The medical treatment given the injured in compensation cases appears largely to be controlled by the employer or the insurer. In the sample studied the worker infrequently selected his own doctor or the place of treatment.

The first place of treatment is most frequently a hospital. In order of frequency, next comes the employer's clinic or the office of the employer's doctor. The private doctor's office is third. Ninety per cent of the workers received their first treatment at one of the above places.

In two-thirds of the cases the injured worker was sent to the place of first treatment by the employer or company doctor, the insurer or its doctor. In about one-eighth of the cases the place of first treatment was the worker's own choice. In another eighth, it was determined by proximity.

The place of treatment was changed on an average a little more than once for every case, there being over 7000 changes. The most frequent changes, in the order of their frequency, were:

1. From employer's clinic or office of employer's doctor to hospital.
2. From hospital to employer's clinic or office of employer's doctor.
3. From hospital to home.
4. From hospital to private doctor's office.
5. From hospital to insurance company's clinic or office of insurance company's doctor.
6. From office of private doctor to hospital.
7. From one hospital to another.

Seventy-two per cent of the changes were made at the direction of the employer or insurer. Where the injured worker indicated the reason for changing the place of treatment, 55 per cent stated they were sent by the employer or the employer's doctor. Seventeen per cent indicated they had been sent by the insurance company or its doctor.

Eighteen per cent of the changes were made upon the instructions of a private doctor. In 9 per cent of the instances the injured stated the change in the place of treatment was entirely his own choice.

The employment relationships of the doctors are of interest in any account of medical treatment in compensation cases. These were of four types: the staff doctor of the hospital to which the injured was sent; the doctor engaged by the employer to handle his cases, either devoting his entire time to treating industrial accident cases or spending part of his time in private practice; the doctor employed by the insurance company; and the private physician engaged personally by the injured worker.

The cases where only one type of doctor was involved show that he was the employer's doctor in 29 per cent, a hospital staff doctor in 16 per cent, a private doctor in 15 per cent, and an insurance company doctor in 4 per cent of all the cases treated by doctors.

TYPES OF TREATMENT

Since the above cases total 63 per cent, it will be seen that a little more than one-third of the workers, were treated by more than one type of physician. Considering these together with the cases in which only one type of doctor rendered treatment, the data discloses that 47 per cent of the workers were treated by an employer's doctor. Almost as large a percentage, 44, received treatment by a hospital staff doctor. Thirty-two per cent were treated by a private doctor, 16 per cent, by an insurance company doctor. The percentages do not total a hundred because of duplications, the same individual for example, being treated by both a private and a hospital staff doctor.

In two-thirds of all cases in which medical treatment was given it was furnished at least in part by an employer's doctor or an insurance company doctor. In one-third of all cases medical treatment was furnished exclusively either by the employer's doctor or the insurance company's doctor.

Workers have complained that the attending physician told them to return to work before they were able to work. Waiving the question as to whether the worker or the doctor is better qualified to say when the worker is able to resume work, the study indicated a general disagreement between the injured and the doctor on this point.

Information from over 70 per cent of the cases shows the worker thought he was able to return to work before the date of the last treatment in 13 per cent. These workers, on the average, considered they were able to work 25 days before the date of the last treatment.

In the doctor's opinion 15 per cent were able to resume work on the average 28 days before the last treatment. In only 42 per cent of the cases did the doctor think the injured unable to resume work until after the last treatment. The doctors in these cases regarded the workers fit to return to their jobs on the average of seven days after treatment ended.

On the other hand 48 per cent of the injured thought themselves unable to work until nine days after treatment had ended. The doctor and the worker both regarded the day of the last treatment as the proper time for returning to work in many cases. However, this view was taken by the doctors in 43 per cent of the cases, by the workers in only 39 per cent.

About half of the injured workmen were treated by a medical doctor only. (By medical doctor is meant a general practitioner who does not practice surgery.) Most of the others were treated by surgeons, or surgeons and medical doctors. In only a few cases was treatment rendered by osteopaths or chiropractors.

MONETARY LOSSES

When a man is injured in an industrial accident his economic situation is affected not only by the disappearance of his weekly pay envelope, but also by the appearance of unavoidable expenses which are directly the result of the

accident. The services of a doctor are necessary; medicine must be bought; frequently he must have hospital care or be attended by a nurse. Sometimes medical appliances must be purchased and transportation expenses incurred to and from the place of treatment. If the man has been killed his family must provide him with a decent burial.

Some of these expenses are defrayed by the employer or insurer who is charged under the Compensation Act with a limited liability for doctor, hospital and funeral expenses. However, data obtained for 80 per cent of the cases in this sample disclosed that one-third of the workers drew on their own funds to pay expenses arising from their injuries. Almost two-thirds of the families in which workers were killed met expenses for which, under the law, they could not be reimbursed by the employer. This was the case in about 30 per cent of instances where the worker was temporarily or permanently injured.

In about 60 per cent of the fatal cases the family actually paid an average expense bill of \$332 over and above the medical and burial costs for which the employer or insurer is liable. In permanent disabilities the injured paid average expenses of \$123 in 30 per cent of these cases. In the same proportion of the temporary cases an average expense of \$56 was met by the injured himself. In the latter two classes of injuries the expenses paid were also over and above any medical and hospital costs met by the employer.

The typical funeral expense was \$357. The paid doctor's bills averaged \$67, hospital bills, \$111. The average transportation expenses were \$14; that for medicine, \$10. Other expenses which these workers or their families paid, such as that for nursing and medical appliances, averaged \$65.

In two-thirds of the cases where this sort of data could be secured no expenses had been paid out of the injured's pocket. This does not mean that no expenses were incurred. For some that is the case; for others, incurred expenses were, at the time of the interview, still unpaid bills.

Information on unpaid bills was obtained for two-thirds of the sample. Eighty-nine per cent of this group had no unpaid bills directly attributable to the accident. There were unpaid bills in 19 per cent of the fatal cases, in 13 per cent of the permanent injuries and in 10 per cent of the temporary disabilities. These averaged \$229 for the family of the man killed; \$123 for the man permanently injured; and \$65 for the man temporarily disabled.

The average unpaid doctor's bill amounted to \$60, the unpaid hospital bill, \$109. The average unpaid funeral expenses left the workers' families with bills of \$270. Medicine bought and not paid for left a typical bill of \$14 and all other unpaid bills, immediately the result of the accident, average \$130.

To meet the contingency of injury in the course of his employment the worker has the social insurance of workmen's compensation imposed by the state. For more than two-thirds of the cases studied there was no other insurance from which he received benefits to replace the income from wages which were interrupted by the accident.

Benefits other than workmen's compensation, received in a little less than a third of the cases, came from lodges, mutual associations organized by the company, from labor unions, and from disability and life insurance policies taken out in commercial companies. They averaged \$340 but were received primarily in fatal cases. Benefits other than compensation were received in 30 per cent of the temporary cases, in 26 per cent of the permanent cases, and in 65 per cent of the fatal cases.

The man temporarily disabled got on an average \$123 outside of his compensation. The permanently injured

worker got \$235. The family of the worker who was killed received an average of \$1,349. These averages, of course, apply only to that portion of each class of injured workers receiving benefits other than workmen's compensation.

THE INJURED AND HIS FAMILY

Alone or with a family to support, the worker who is suddenly overtaken with sickness or injury often faces a critical situation. Workmen's compensation alleviates this crisis in the case of an industrial accident but the situation nevertheless frequently is still critical.

Data based upon more than 90 per cent of the cases investigated disclosed that about two-thirds of the workers were forced by the accident to take measures ranging all the way from the practice of stricter economy to seeking public relief. And this notwithstanding their compensation benefits. A little more than one-third of the workers found it possible with compensation to carry on as before.

The percentages which follow are based upon that portion of the cases in which the worker's economic situation was definitely affected by the accident. There is no intention to suggest that the story which they summarize is a story of the immediate consequences which follow an industrial accident. Rather it is an account of consequences immediate or delayed for which the accident is fundamentally responsible, and which compensation benefits failed to forestall.

Thirty-eight per cent of these workers incurred debts which were not the result of new types of expenditures necessitated by the accident, like hospital and medical costs. The nature and extent of such debts were summarized in the previous discussion of the worker's unpaid bills. The indebtedness indicated here grows out of the usual costs of living, is in the form of unpaid grocery bills and rent due, and is the indirect rather than the direct result of the accident.

Twenty-five per cent of this group sacrificed their savings to meet the emergency. Eighteen per cent had social resources which they found it necessary to call upon; help was received from friends, from relatives, from fraternal societies.

Money was borrowed; more than 16 per cent of the workers in this group secured loans. It should be noted that this is not quite the same thing as going into debt. The result is the same—indebtedness—but many a worker goes into debt who is unable to borrow money.

Sixteen per cent were forced to drop insurance which they carried. Fourteen per cent told the interviewer that among other things they economized on expenditures. Thirteen per cent of this group of the injured workers ultimately were forced by the accident to go on the county relief rolls.

Six per cent found it necessary to move to cheaper quarters; five per cent gave up their homes altogether and moved in with parents, children, or in-laws. A group of 85 workers who had managed to buy their homes, lost them.

WIVES FORCED TO WORK

In more than one hundred cases the worker's wife had to go to work. In some cases the family took in roomers, boarders, or both. In a few cases the children's education was sacrificed.

Seven per cent of the workers in the group here classified as economically affected by the accident reported that their losses were not great. For these workers this statement tells the whole story. For the others what happened cannot be summed up under any one of the above enumerated effects. Some workers lost both their savings and

their homes, others used their savings and accumulated debts. Almost all possible combinations of the listed consequences were found. It is because of these combined effects in a single case that the percentages cited do not total one hundred.

In 660 cases studied—roughly 10 per cent—the worker had no family. Here the economic consequences of the accident are likely to be far less serious. Also, in almost a third of the cases, benefits were received in addition to workmen's compensation. These facts explain, in part, why the accident proved no crisis for about one-third of the injured workers but was more or less serious for most of the others.

The situation resulting from the accident will be relatively much more difficult for the family if there are many dependents, relatively less difficult if there is a wage earner (other than the injured) who contributes to the family support. Excluding the 660 cases of workers without families, the facts gathered show there were one or more dependents in 97 per cent of the families.

In about 20 per cent of the families there was one dependent. In another 20 per cent there were two. Families with three dependents comprised 18 per cent of the total. There were four or more dependents in over 38 per cent, and more than five persons dependent upon the family in about 15 per cent of the cases.

In most of these families, where on the average 3.2 persons were dependent upon the family income for support, there were no wage earners, other than the injured worker, who contributed to the family support. In 27 per cent of the families there was one person contributing to the family income; in 9 per cent, two persons, and in only 39 per cent, one or more.

The total wages earned and the total amount contributed to the support of the family per week was learned for over 70 per cent of those families in which there were one or more contributors. The average wages earned per family was \$21, the average amount contributed per family, \$15. Or stated differently, in 39 per cent of all families there were wage earners other than the injured worker who gave an average of \$15 a week toward the support of the family.

ATTITUDE STUDIED

An effort was made in the survey to ascertain whether the average worker in a compensation case thinks he receives fair treatment. Interviewers were instructed to discover the worker's attitude on this point wherever possible, but they were warned not to put the question directly. This procedure was based upon the assumption that a worker who feels he has a grievance on some subject will find an opportunity to express it during the course of an interview on that subject. It was assumed further that the attitude of the worker who thought he had been fairly treated could in most cases be discerned in the course of an interview without the use of leading questions.

Interviewers learned the attitude of the injured man—or of dependents in fatal cases—in nine out of every ten cases. Seventy per cent believed they had received fair treatment, 30 per cent protested unfairness.

Three-fourths of those who claimed unfair treatment gave details. More than one-fourth complained of the smallness of benefits, either that the gross amount was too small or that net benefits were too shrunken after deducting expenses caused by the accident.

Ten per cent said they lost their jobs because of the accident. This was alleged in 13 per cent of the self-insured cases where unfairness was charged.

Another 10 per cent were dissatisfied because they were compelled to resort to law to get their compensation, that

is to go through the trouble and delay of a hearing before a referee.

Nine per cent of these workers alleged they were forced off compensation before they were able to go to work or their expenses were over.

Eight per cent more were dissatisfied with the medical treatment they received. Others complained of irregular or delayed payments.

Very difficult to measure are such things as the effect of the accident upon the worker's prospects of advancement, upon his sense of security, his self-confidence. Interviewers were asked to weigh these imponderables and indicate a judgment in cases where they were able to form an opinion. The results of their conclusions are presented only for what they are—subjective judgments arrived at by investigators whose conception of the imponderables involved doubtless was not uniform.

Interviewers concluded that the worker's opportunity for advancement was unaffected by the accident in more than three-fourths of the non-fatal cases. They found that one-fifth of the workers were adversely affected; the likelihood of a better job which existed before the man was injured, was dissipated by the accident.

INSECURITY FOUND

About 20 per cent of the workers in the non-fatal cases were judged to have developed a feeling of insecurity because of the accident. This could result from either of two factors. A physical deficiency caused by the accident might arouse in the worker the suspicion that his employer would not continue to be satisfied with his work, would later fire him. Or the filing of a claim petition for compensation or other action taken by the worker may have altered the employer's attitude toward him, caused him to feel less secure in his job.

About 10 per cent of the workers not fatally injured were judged to have lost their self-confidence because of the accident.

A lack of self-confidence may be distinguished from a sense of insecurity. An individual entirely confident of himself may nevertheless have a feeling of insecurity born of his appraisal of circumstances over which he has no control. This must have been true of thousands during these years of depression. But the worker whose self-confidence has been destroyed is gravely handicapped in any struggle with circumstances which make his position insecure. Destruction of self-confidence is a psychological injury more serious than loss of the feeling of security.

REEMPLOYMENT

How many injured workers are reabsorbed by industry? Do they get their old jobs back? Are they paid the same wages they received before the accident? Are they reemployed as soon as their compensation stops? These are vital questions both from the point of view of the worker, and of society. The worker, who is not reemployed when his compensation ceases, or until sometime later, together with his family becomes a charge upon the community. To what extent is the industrial accident responsible for this social burden? This study sheds some light upon these questions.

For obvious reasons the following figures are based upon the non-fatal compensable accident cases studied. The results showed that seventy-nine per cent of the workers were physically able to work within a week from the time the last compensation check was received, twenty-one per cent, unable. Sooner or later eighty-eight per cent were reemployed, seventy-seven per cent getting a job with their old employers, eleven per cent with a new employer. About twelve per cent were not reemployed.

Information covering two-thirds of the group showed that seventy-seven per cent of the workers taken back by

their former employers were reemployed as soon as their compensation stopped. Of the twenty-three per cent who were not reemployed until some time after the last payment, about one-third had neither job nor compensation for more than three months; another third faced the same dilemma for from one to three months, and the others had to cope with this problem for less than a month.

This interval between the end of compensation and reemployment is accounted for by three reasons. Almost half (forty-seven per cent) were not able to work when compensation ended. The depression or the seasonable character of their work prevented thirty-one per cent from being immediately reemployed. Twelve per cent found their places had been taken, and had to wait for new openings. In the second of these latter two instances the job was there but had been taken by another, in the first no job was available.

The worker who was taken back by his old employer was given the same type of work in more than eight out of every ten cases. Where he was given a different type of work the change was made primarily because he was physically unable to do the old work. In about one-fifth of these cases the former type of work was not available or was not desired by the worker.

MAJORITY RETURNS TO JOB

Eighty-one per cent of the workmen returning to their former employers were taken on at the same wage they received before the accident. Sixteen per cent were taken back at a lower wage, three per cent at a higher wage. In one out of every five cases, the accident was the cause of the lesser wage. As a result of his injury the man was changed to lesser paid work, or was less efficient at the same work and consequently was paid less. In a few cases the injury prevented full time work. In four out of five cases the lowered wage was attributable to the general effects of the depression on the working man's pay envelope.

Data for three-fourths of the cases discloses that those who returned to work, but for a different employer, were much less fortunate in being reemployed as soon as their compensation ceased. This group comprised eleven per cent of all the non-fatal cases. Only sixteen per cent of the group were reemployed as soon as compensation stopped, compared to seventy-seven per cent for those securing jobs with the old employer. Not only did a larger proportion have to wait, but they had to wait longer.

Fifty-seven per cent of the group of workers hired by new employers were without compensation or employment for more than three months, twenty-one per cent for more than a year. Eleven per cent secured their jobs in less than a month from the time of the last payment.

The lack of jobs in the depression years was the reason why more than seventy per cent did not obtain employment at the time their benefits ended. Eighteen per cent were not able to work when compensation stopped. Another five per cent were left by the accident with a physical deficiency and had difficulty in finding the kind of work they were able to do.

Most of the injured workers who sooner or later went to work for a different employer took a different type of job. This was true of over seventy per cent, only twenty-eight per cent securing the same type of work. A different type of work was taken primarily because the sort of job the worker had before his accident was not available, or in some cases not desired. Twenty per cent of these workers were physically unable to do the kind of work they had done formerly.

CHANGE CUTS PAY

Apparently the worker who is reemployed by another employer is less likely to be paid as well as he was before the accident. Eighty-four per cent of those going to work for their former employers received the same or higher wages, whereas only sixty-two per cent of this group received wages equivalent or higher than they were paid before the injury. The wages were the same for about fifty-one per cent, less for thirty-eight per cent, more than before the accident in eleven per cent of the cases.

A lower wage scale for the new type of work was the main reason for the lesser wages paid more than one-third of the workers returning to work for a new employer. This was the situation of thirty-six per cent of those whose wages dropped. The decrease was attributable to the general decline in wages, and less than full time employment in twenty-six per cent of these cases. Fourteen per cent accepted lower paid temporary employment as a makeshift. In seven per cent the lesser wage was directly due to incapacities produced by the accident.

Although eighty-eight per cent of the workers injured in non-fatal accidents were later able to get jobs, only seventy-seven per cent were working at the time of the interview. Of the twenty-three per cent who were unemployed, about half had lost their jobs, half had not been reemployed. The reason for the present unemployment of this group could be ascertained for fifty-eight per cent of them. In the cases where known the unemployment was due fifty per cent to causes connected with the accident, forty-five per cent to the depression, and five per cent to personal traits.

WORKMEN'S COMPENSATION STUDIES

(Department of Labor and Industry Special Bulletin 40)

This publication contains the full text of the summaries in this supplement, and numerous graphs:

Part I—Advisory Committee Report outlining needed amendments to the law and Case Study of 7,000 workmen's compensation cases.
(in preparation)

Part II—Self Insurance Under the Pennsylvania Workmen's Compensation Act.
(in press)



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1935—A CRISIS FOR LABOR

By CHARLOTTE E. CARR, Secretary of Labor and Industry

IN Pennsylvania and throughout the United States the new year brings a major crisis in the relations of labor, employers and the public.

Although it is customary to view each succeeding year as affording new and greater opportunities, 1935 looms as the year in which one of the nation's oldest and most important problems either must be solved or must, in effect, be accepted as incapable of solution.

As the nation stumbles out of the depression, material gains have been made nationally under the NRA and under the forward-looking labor and industrial policies of President Roosevelt. Federal machinery, set up within the last two years, has been functioning long enough to justify a revaluation. The smooth-working and efficient parts of that machinery have gained widespread approval just as the weaker and inefficient parts have created an increasing agitation for revision and improvement.

Under the direction of President Roosevelt, aided by the intelligent counsel of labor and of industrial leaders, there already is evidence that most of the necessary changes in Federal legislation will be made or are at least under consideration.

Meanwhile, in Pennsylvania, the year 1935 brings a working population of nearly four million persons to the threshold of the New Deal in industrial relations. For Pennsylvania workers, more than for those of any other State, the new year marks the zero hour in the campaign for higher labor standards which has been waged through many decades with only negligible success.

Through its recent publication, "Pennsylvania Labor and Industry in the Depression," the Department of Labor and Industry has presented a careful revaluation of the Commonwealth's existing Labor Laws and has presented a graphic picture of conditions which are possible under those laws. This survey of the four-year period, 1931-1934, establishes conclusively the need for immediate and extensive new legislation to prevent the recurrence of conditions such as we have witnessed in the recent past and, for that matter, still are witnessing. Employers, as well as workers, must realize now that the Pennsylvania Labor Statutes are totally inadequate as a code to cover an industrial empire like that which lies within the boundaries of the Commonwealth. They were insufficient to protect the interests of the working population and the employers during normal years and they were hopelessly incapable of affording protection during the depression emergencies.

The essential features of the "security program" for Pennsylvania's workers have been considered by previous Legislatures and have been discussed at length in the Department's "Pennsylvania Labor and Industry in the Depression." They are:

1. A State Unemployment Insurance System, with employers, workers and the Commonwealth contribut-

ing to the necessary fund, and providing a check on unemployment as well as temporary relief for those who lose their jobs through no fault of their own.

2. State Child Labor Laws which will prohibit the employment of children under 16 years of age and will give the Department of Labor and Industry full authority to supervise and regulate the health and working conditions of youths from 16 to 18 years of age.
3. State laws establishing a minimum below which wages may not fall.
4. State laws reducing maximum hours for women and children.
5. Abolition of company-employed deputy sheriffs, now frequently active in a partisan capacity in industrial strikes.
6. Amendments completely overhauling the Workmen's Compensation Laws to provide benefits quickly and in a reasonable amount to injured workers or the dependents of persons killed in the course of their work.
7. Compensation for occupational diseases, with particular attention to miners' asthma which a recent survey of the United States Public Health Service has shown to be of vital importance to the Pennsylvania anthracite region industry.
8. Legislation giving the Department of Labor and Industry authority to collect unpaid wage claims of workers, similar to that under which the labor departments of California, New York and other industrial states are operating.
9. Extension of the merit system, now in force in the Bureau of Employment, to include the field and technical employes of other bureaus where continued efficiency best can be obtained by a permanent personnel chosen only on the basis of ability to do the job.
10. Appropriations which will permit the Department of Labor and Industry to employ field and clerical forces sufficient to handle adequately the enforcement of present and future labor laws and regulations.

With the advent of the New Year, the stage is perfectly set for a successful effort to transform this program from a widely accepted theory into an actual and beneficial fact.

The general public is fully aware of the need for the enactment of such a "security program." They no longer regard it as an idealistic plan. They have seen, through their own eyes or through those of friends and relatives, the suffering and hardship resulting during the past few years from the inadequacies of existing laws. They have watched at equally close range the improvements which have been made under more or less temporary federal legislation. They have learned the lesson of the depression which is that the recurrence of conditions like those of the past four years shall not be permitted if prevention is possible.

Employers and legislators, to a large extent, have come to share this new and well-developed enlightenment of the general public. Thousands of Pennsylvania employers have experienced personally the benefits which are accruing to them under federal legislation which would be converted into state laws if the proposed "security program" is enacted. Members of the State Legislature need only look to Congress for precedent in dealing with problems similar to those embodied in this program.

The depression and its effects have primed Pennsylvania for the step which must be taken to safeguard its working millions. None of the leaders in the movement can afford to falter now.

INTERSTATE CONFERENCE ON LABOR COMPACTS

A Report of the Meetings Held in Harrisburg November 15 and 16

DELAYING final action on a child labor compact, the Interstate Conference on Compacts Affecting Labor and Industries, which met in Harrisburg November 15 and 16, unanimously adopted a resolution urging passage of the Federal Child Labor Amendment.

This course of action was decided upon when it was pointed out by several of the delegates that any other action by the Conference might serve to put in the background the Amendment and its wider range. The resolution, adopted after general round table discussion, follows:

"In view of the wider action which would be made possible by the ratification of the Child Labor Amendment and in view of the fact that the Child Labor Amendment will be presented to a large number of State Legislatures during the coming legislative sessions, this conference defers final action at this time on the Child Labor Compact and reiterates its support of the Child Labor Amendment, and of any other legislative action which may be taken by any of the states independently in the interest of advancing child labor standards."

The compact movement, sanctioned and encouraged by federal labor authorities, bids fair to work out a scheme of regional government in a field between that occupied by the federal government and that reserved to the individual states.

The first definite step in the movement was taken at a conference of governors of several states called by Governor Roosevelt of New York in January, 1931. A conference of officials of state labor departments resulted. This was held in Harrisburg in June of the same year. Another parley of similar nature was held in Boston in January 1933.

During 1934, nine sessions of the conference were held, resulting in the signing of the first compact providing for a substantially uniform minimum-wage law at Concord, N. H., on May 29. This compact, signed by representatives of seven states, including Pennsylvania, was promptly ratified by the Massachusetts Legislature. By the compact terms, it will take effect between the ratifying states as soon as another state approves it.

The Harrisburg conference, called by Senator Henry Parkman, Jr., chairman of the Massachusetts Commission on Interstate Compacts, was sponsored by the Pennsylvania Department of Labor and Industry.

A public dinner on Friday, November 15, opened the conference. This was followed by a public meeting held in the hall of the House of Representatives, at which Dr. William M. Leiserson, authority on unemployment insurance and chairman of the National Railway Mediation Board, was principal speaker. His address is printed in full elsewhere in this Bulletin.

Morning and afternoon sessions were held the following day, at which time the resolution deferring action on a child labor compact was adopted. General discussion on a wide range of labor problems took place at the two sessions.

COMPACT IDEA PROMOTED

Three resolutions to further the significance of the compact were passed unanimously after their introduction by Congressman Henry Cabot Lodge, of Massachusetts. They are:

"RESOLVED: That the representatives of the states here assembled, in case they have not already an Interstate Compact Commission functioning, should request the Governors of their respective states to appoint such commission.

"RESOLVED: That the representatives of the states here assembled request the Governors of their respective states to mention the Minimum Wage Compact in their annual message to the Legislature and urge the Legislatures to ratify it.

"RESOLVED: That the representatives here assembled should request that in those cases where it has not been done, members of Legislatures be included in appointments to State Commissions."

A rider to the three resolutions was introduced later by Representative Lodge and also adopted unanimously. It follows:

"RESOLVED: That the secretary be instructed to notify each representative of the States here assembled of the action here taken, remind all such representatives of their promises to promote Minimum Wage Compact by the respective Legislatures, and request them to hold themselves in readiness to offer any possible assistance."

Senator Parkman, who presided at the sessions, and Miss Ethel Johnson, director of minimum wage of New Hampshire, explained the purposes of the conference. The text of their explanations is printed here:

SENATOR PARKMAN: "* * * * The Compact Conference is a practical method for establishing standards along the line of labor and social legislation. Most of you present today are experts in the various lines of social and labor legislation and many are familiar with the work of the Conference in the labor field. * * * *

"It was organized as the result of a bill introduced into the Massachusetts Legislature, which set up a commission to negotiate with other states and if possible formulate one policy to be followed by other states and enact a form of compact. Under a bill introduced in the spring of 1933, passed by the Legislature and signed by the Governor early in the summer of 1933, the Commission was organized and conducted negotiations with commissions of other states during the winter and summer of 1934.

"The reason for it was this. Of course there are many reasons which lie back of the use of this compact idea in advancement of labor legislation. But speaking for myself alone, as a legislator in Massachusetts, I was extremely conscious of conflict between representatives of labor on one hand and representatives of industry on the other. I agree with Mr. Edelman that there should be no distinction between labor and industry, but in fact legislation proves there is, and any legislator is extremely conscious of pressure on the one hand of representatives of labor, looking forward to the advancement of labor standards, and on the other hand, fear on the part of the employer that enactment of advanced labor legislation will place industry within their state at a competitive disadvantage with other states. The argument most constantly used, which was always used in Massachusetts by our opponents, was that the enactment of such legislation would drive industry out of our state into another state. In this way much good and much necessary legislation goes by the board. Just as there was cut-throat competition between employers in many industries, the employer with the lowest standards dragging down his competitors to his level, so there seemed to be a real danger of competition going on between states, the state with advanced social standards and the state with advanced labor standards losing its position for fear of competitive disadvantages by states with lower labor standards. That reason, above all others, impelled many to introduce the idea of the use of the compact device, because by the compact method you can say to any number of given states simultaneously that unjust competition can be controlled by the enactment of uniform standards.

"The compact method further has the advantage that once enacted the compact by its terms, just as a treaty by its terms, provides the only method by which it can be denounced or modified, and I think that the states of the United States are in sufficient relations of friendliness and neighborliness so that we would not have a state denouncing a compact as a mere scrap of paper. We can at least have confidence in the word of our neighboring states that they will live up to the terms of compacts entered into.

TWO ADVANTAGES

"Thus, the compact or the agreement has two very definite advantages. First in the ability to get legislation enacted by removing the fear argument and second by making it binding upon the states that ratify the compact by its terms. During the course of the spring of 1934 we worked on the Minimum Wage Compact and on May 29, 1934, we signed—I say we, the representatives of seven states of the northeastern region—signed a compact on the minimum wage at Concord, New Hampshire. It has been called the Compact of Concord which I think is a good title, Concord meaning intrinsically agreement and harmony; that was an appropriate place that the first wage compact should be signed. Governor Winant, of New Hampshire, was extremely helpful and cooperative in furthering the work of the conference. He was chairman of a sub-committee of the Governors' Conference on the very subject of compacts and at times during their work he made special trips from Concord to Boston to come down and advise and consult with us about the procedure.

"We are, of course, exploring a new field. There are dangers and obstacles which have to be avoided. We don't know just where the compact will fit in as between independent state legislation and national legislation. That field is still to be explored and defined. We don't know. We have to look out for the danger that the compact may be used by opponents of labor legislation to actually retard legislation in the several states independently; that is, where a measure is proposed which on its merits should be adopted. Of course, the compact may be used as a handle by the opponents of that legislation to say to the Legislature, 'Well, the compact will take care of this. Don't enact this legislation independently.' Those are obstacles and dangers which have to be recognized and avoided and I believe the conference has become increasingly conscious of them, increasingly aware of them, and we are charting our course accordingly.

"There, of course, is a further question as to ratification of a compact. That is, how many states shall be required to make it effective? Now in the Minimum Wage Compact, we had a situation where New York and New Jersey, Connecticut, and New Hampshire of the conferring states already had what amounted to the model Minimum Wage Law of the National Consumers League, and as we proposed to write into the compact those general provisions, we felt that the minimum wage was a good subject on which to begin our work, and on which we hoped to be able, as I believe we have, to provide a demonstration of the effectiveness of the compact method.

RATIFICATION PLAN SIMPLE

"The ratification clause in the Minimum Wage Compact provides that it shall become effective when two or more states ratify it, because we felt that there was a particular field in which ratification by a large number of industrially competitive states was not so necessary as, for example, would be the case in a compact on hours of labor and we now have the ratification of Massachusetts, a single state, and as soon as any other state ratifies, it will become effective and binding as between two states. I hope that during the coming legislative sessions that Minimum Wage Compact will be ratified by other states to make

it become effective, and I hope that this conference today will take definite action to bind the commissioners to see that action is taken in the coming legislative sessions to ratify the Minimum Wage Compact.

"One of the other questions that has necessarily had the consideration of our conferees during the discussion of the compact method was the question of what the compact should contain. Should it be in the form of specific legislation, writing into the compact itself the details of legislation, or should it lay down minimum general standards to be written into law in such forms as the individual state should find advisable? And we found, as I think it must be found, that we cannot attempt drafting the 48 different varieties of state legislation. We cannot attempt to write into any compact detailed legislation. A compact merely must lay down minimum standards and bind the states to enact their own legislation independently to make the compact effective. That is the background, the history and the purpose and the function of the Conference on Interstate Compacts very briefly stated to you this morning.

"I welcome the delegates and the commissioners from other states. We trust that the proceedings here today will help them in determining the value of the compact method and that they will go back to their states and ask for definite authority to become members of the conference group.

"I think perhaps I might ask Miss Johnson, the director of minimum wage of New Hampshire, to supplement what I have said with a little more definite information on what has already been accomplished in the enactment of the Minimum Wage Compact. Miss Ethel M. Johnson, Director of the Minimum Wage of New Hampshire."

MISS JOHNSON: "I should like if I might, to supplement your remarks in connection with minimum wage compacts by some reference to the purpose of the compact itself. As you suggested the importance of safeguarding the compact from some danger, I would like to suggest how compact labor legislation can be made effective in helping to promote progressive standards of labor legislation without interference with State legislation on one hand, and Federal legislation on the other.

"The Minimum Wage Compact was the first compact signed. It is that type of compact which becomes effective when ratified by the Legislatures of two or more states. Before it is effective it must have the sanction of Congress either by direct action or implication. There was a resolution introduced in the last Congress by Congressman McCormack of Massachusetts to give the sanction of Congress to the states to join in interstate compacts on labor legislation with the approval of Congress. The success of the compact on labor legislation, I think, depends very largely on the form in which the compact is worked out, the nature of the compact and the extent to which there is effective educational work to make clear in the minds of the public that the compact is not an agency to supersede state or federal legislation, that it is an agency intended to assist in supplementing and completing such legislation.

AGENCY'S FUNCTION

"The compact on labor legislation should not be a weak and partial form of federal legislation. It should be an agency to deal with problems that perhaps would more effectively in certain instances be met by a regional agreement between a group of states than it could be met by the individual states working independently or perhaps by federal legislation.

"Now the field for the compact on labor legislation, as Senator Parkman has suggested, is still pioneer ground. We don't know as yet just what the possibilities of the interstate compact on labor legislation are. One of the things that we have yet to do is to try to work out definite-

ly the proper sphere of action for the interstate compact on labor legislation, to try to outline the limited possibilities of the compact, to work out the relation between the interstate compact on labor legislation, state labor legislation and federal labor legislation, to try to work out some plan to have the three forms of legislation work harmoniously together so that there will be no impression in the minds of the public that this is a new device which is going to make unnecessary further state legislation and to preclude the need for any federal action. And it is because the compact group felt so strongly about that that the group is interested in urging again the ratification of the Child Labor Amendment.

"One of the first actions taken by the Interstate Conference on Labor Compacts was to recommend that the states that had not already ratified the Child Labor Amendment should at the earliest possible date take action to ratify that Amendment. Throughout the progress of the conference there has been that effort to make clear that there is no conflict between the Interstate Compact on Labor Legislation and either federal or state legislation, but there must be a great deal of work done to make that clear in the minds of the public and to prevent the possibility of misuse of the compact by persons hostile to any form of progressive labor legislation whether by state or by federal action or by regional action between groups of states.

"You all who have worked on labor legislation know how that is done, how when a measure comes before the state legislature, the persons who are opposed to the enactment of that measure will say, 'Oh, this is not a matter that the State should take action on alone. We believe in the principle thoroughly, but all the states should work together on this. We must not have any higher standards established here than in other states. Let us do it by all means, but let us do it by federal action.' And then when there is the opportunity to secure federal legislation, those same persons go to Washington and argue that 'the Federal Congress must not enact any legislation, that it is interfering with State rights. This is a matter for the sovereign states and we do not want the Interstate Compact to be utilized in that way.'

"I think that a good beginning has been made by the resolutions that were adopted unanimously at the Albany conference. With regard to that I would like to make clear that the Interstate Conference on Labor Compacts was not intended in any way to supersede state legislation. It is the sense of this conference that an interstate compact affecting labor and industries should encourage and promote progressive labor legislation within the states, that it is contrary to the intent of the compact agreement that it should in any way be used to delay or obstruct the passage of labor laws in the individual states and that participation in an interstate compact does not relieve that state from the moral responsibility for the enactment of progressive labor laws not included in the title, Minimum Wage. There is no provision within the compact which shall preclude or be interpreted as precluding the enactment by the state of labor legislation or of legislation of similar character and higher accomplishment, or shall interfere with existing legislation that establishes similar higher standards. So that it is intended to make clear that the compact does not supersede State labor legislation and similarly we want to make clear that the Interstate Compact does not preclude or supersede federal labor legislation.

DEFINITION OF FIELD

"Now there is the possibility, I think, that by defining the field of the compact we can make clearer that possibility of avoiding the purpose of the compact. There is the possibility that these things have not been decided,

there is the possibility that the compact might be limited to problems that are peculiar to certain groups of states. In the case of compacts dealing with physical matters, the compacts that we have had in effect so far, the field of action is fairly well outlined. The compact between New York and New Jersey deals with a concrete physical matter peculiar to two states. The Colorado River compact deals with matters peculiar to six or seven states. Now it might be possible to have a compact on labor legislation that would deal with certain problems that apply to a group of states but that would not apply to all the states. It might, for instance, deal with problems of migratory child labor applied to certain states. It might deal with industrial home work being sent from one state to other states where the Legislatures of none of the states individually could cope fully with the situation. There are various possibilities like that.

"Another thing which I think will help in making the compact effective, without the possibility of its misuse or minimizing that possibility is the form that is taken, whether it is open or a closed compact. The Concord Compact, as the Minimum Wage Compact is called, is of the open type and, as I said, becomes effective when ratified by the Legislatures of two or more states with the approval of Congress. The closed compact is the compact which requires a certain definite number of states, and probably certain specified states. There is the possibility that those who are opposed to labor legislation might focus their attention upon the last state necessary to make the compact effective. If for instance, the compact had to be ratified by seven states and six of the states had already ratified it, the opponents of progressive labor legislation might focus their attention in preventing that seventh state from ratifying the compact. No doubt they would devote all the effort they could on each individual state, but all the opponents within the other six states and those within the seventh state, and in fact within the 48 states, could focus their attention upon that last state and prevent ratification or certainly delay it for a long time.

"On the other hand, the open type of compact which becomes effective when two or more states have ratified it, is of the opposite nature because the forces that are interested in progressive labor legislation, as soon as those two states have ratified, then devote their efforts to bringing in additional states. As many more as wish to may come in so that there is the suggestion that the form of the compact is important in connection with making it affect the scope of the compact, the field of activity and the extent to which educational work is carried on to overcome in the minds of the public any such conception that the compact is intended to supersede or replace state or federal legislation and make such legislation unnecessary."

Workmen's Compensation Board

SCHEDULE OF HEARINGS

Pittsburgh	January 2-3-4
Harrisburg	January 21
Philadelphia	January 22-23-24-25
Scranton	February 5
Wilkes-Barre	February 6
Pottsville	February 7
Harrisburg	February 8
Pittsburgh	February 18-19-20-21
Philadelphia	March 5-6-7-8
Harrisburg	March 18
Pottsville	March 20
Scranton	March 21
Wilkes-Barre	March 22

UNEMPLOYMENT INSURANCE AS THE FIRST LINE OF DEFENSE FOR SECURITY

By DR. WILLIAM M. LEISERSON, Chairman, National Railway Mediation Board and Authority on Unemployment Insurance*

THE President, at the conference held in Washington a few days ago on the subject of economic security, announced in a general way what the policy of the National Government is likely to be with respect to unemployment insurance, and it is well that that announcement has come so soon because it opens the way now for people in the various states who are interested in unemployment insurance to act with respect to that subject.

Ever since the President's Committee on Economic Security was appointed, the movement for unemployment insurance in the various states has been at a standstill. Again and again I would meet people throughout the country who had been active for unemployment insurance, who would ask me "What is the National Committee going to do? We cannot do anything here until we know what the action of the National Government is to be." Now you all know that the President announced that national action would likely be along the line of the Wagner-Lewis Bill, that is, cooperation between the Federal Government and the states, the states enacting their own legislation.

That was an important announcement because, if the National Government were going to set up an unemployment insurance plan of its own, without requiring separate state unemployment insurance laws, then the state legislatures that are meeting this coming January would have no action to take, wouldn't take any action in all likelihood, and then when Congress adjourned, we would be left without state laws. The question as to whether the National Government has authority to run a national unemployment insurance system is still in doubt and will not be finally settled until the Supreme Court has passed upon it.

The way is now open therefore for each of the states to proceed to enact its own unemployment insurance law. Whether an act of Congress is passed or not, whatever the type of law passed by Congress, state laws will be needed; and the first message I would like to leave with you is, tell the folks at home that are interested in unemployment insurance to get their bills ready and have them introduced into the legislature and not wait for any kind of action on the part of the Federal Government; for whatever action they take in Washington, these state laws will be needed also.

DEPRESSION DELAYS PLAN

Now perhaps I ought to say a few words as to why we should be passing these laws at all. The movement for unemployment insurance has had rather a mean trick played on it by the development of the depression. When the depression first hit us, there was a great deal of interest and sentiment developed for unemployment insurance. When our commission in Ohio was appointed we were surprised at the amount of favorable sentiment and the growing favorable sentiment. By the time our report was ready, however, the depression had gotten to such low depths that people made up their minds that unemployment insurance could help much in a depression of this kind, that much more heroic measures than unemployment insurance would be needed, and we found a distinct lull in the interest for unemployment insurance. And when the new recovery program came in, we found that had the effect of lessening the interest in unemployment insurance still more, people thought the recovery program would somehow change things so as to solve the problem of unemployment, whatever that might mean, and that unem-

ployment insurance was a relatively unimportant thing.

Such changes in sentiment in my judgment came from a lack of understanding of what unemployment insurance can do, what it is intended to do and what it cannot do, what its purposes are. It has certain definite rather limited purposes, very important purposes, but it by no means offers a solution for the unemployment problem and no one in his senses that advocates it thinks it is a solution for the unemployment problem any more than life insurance is a solution for the problem of death, or health insurance for the problem of sickness.

I think the title that has been given to my talk describes very clearly what unemployment insurance can be. It is the first line of defense in dealing with the problem of unemployment. Now what do we mean by a first line of defense? Unemployment is not one problem. It is not the result of one cause. It is the result of very many causes, some of which we can list, although we may not be able to understand the real nature of the causes, and there are many others that we may know nothing about. If we knew the nature of the causes for unemployment and if we knew how to eliminate those causes, we would not need any unemployment insurance.

Insurance by its nature is a device for providing against a risk that we cannot eliminate. Now when those of us who were interested in unemployment insurance before the depression hit us and immediately afterward, advocated unemployment insurance, we were told, "If you have anything like that, if you have the state interfering in matters of unemployment at this time, you will be introducing a dole system and you will put unemployment into politics." Those were two of the very important reasons for not enacting unemployment insurance. A third one was "We must not hastily adopt some kind of a device like insurance. We want to go slowly, know what we are getting into."

WHAT NO ACTION DOES

We who were advocating insurance pointed out that if no action were taken, we should be getting into something too. By taking no action we were hastily going in another direction, and if you know anything about economic affairs, you can pretty well tell in what direction we were going; and, we pointed out, too, that we were going in exactly the direction in which you say you do not want to go. If we do not provide insurance, we are making a choice and hastily deciding that the government shall pay out relief to people, although we say we don't want it that is the decision we are making. Also we are throwing the whole relief problem into politics, although we say that is what we don't want. Today, when we have reached that point, the same folks that told us "No, we must not have insurance" are crying about relief being in politics and about these doles that are paid out to the unemployed. If you don't have insurance, this is the only method, the method that we have now, by which you can handle the problem of unemployment and they are responsible for it who have opposed unemployment insurance all of these years.

Unemployment insurance is a first line of defense. It will not take care of the whole problem. You will always need some relief for the unemployed. Now what is this first line of defense? At the present time, because we have made no provision, we have to treat on a pauper basis everybody who is unemployed, whether he is capable of working or not, whether he wants to work or not, whether he is young or old, or whether he is incapacitated or not.

* Address delivered at public meeting of Interstate Conference on Compacts Affecting Labor and Industries, Friday, November 15, 1934.

The question we have to ask is "Are you in need?" If you are not, if you still have a little property, if you still have some things in your home that you can sell, you perhaps are not entitled to relief. You have to be a pauper before you can get relief and everybody, whether the unemployment is due to his personal cause or not, must demean himself in that way before he can get relief.

It was far worse before the Federal Government began to handle relief. The Federal Government has not subjected the individual and unemployed to quite the indignities that they had to be subjected to by local authorities and local organizations because these organizations had less money to distribute. Pretty soon the Federal Government will have less money and it also will have to insist on people being absolute paupers before they may get help.

The first line of defense means this, to take all of those people who ordinarily are self-supporting, not the casual workers, not those seasonal workers who most years during the winter have to get some public help or charitable help, but those who year in and year out support themselves and see to it that they are kept self-supporting. Unemployment insurance is a device to raise Heaven and earth to see that those people never get on charity rolls. That may mean only 60, perhaps 65, per cent of all the unemployed, or maybe only 50 per cent, I won't argue the amount with you. I say that whatever portion of the total unemployed that group may make up, the biggest job we can do, the biggest job the states and the Federal Government can do, is to provide a method of dealing with unemployment by which those who are ordinarily self-supporting will never drop down in the pauper class, but will have a method of tiding them over periods of unemployment similar to the method by which those who invest money in industry tide themselves over the period of unemployment.

BUSINESS HAS INSURANCE

You must have read again and again about corporations that didn't earn their dividend and therefore dipped into the surplus to pay the dividend; that had to be done a great deal during the depression. The dividend-takers did not consider themselves as receiving a dole when their money didn't earn any dividend. It was considered a decent way of overcoming fluctuation. The only reason we have not done it with respect to labor is because somehow we have had the notion of imposing much higher standards of morality on the wage earner than we asked of other classes in the community.

Now a few words with respect to the actual problems of working out an unemployment insurance scheme. You will hear a great deal about unemployment insurance being all right, if only it were on a sound basis. The people who talk that are the same people who thought it was unsound to establish any kind of unemployment insurance scheme a few years ago and who did not know that they were advocating the doles and the politics which we have now in the relief problem. They thought this was the sound procedure.

It doesn't make a great deal of difference what method we use for providing insurance for the unemployed. The most important thing is that we shall have some kind of a fund by which at the time when the laborer is not working, his income shall go on. These lights that are on now, they are out most of the day. The machinery in the power-house which supplies these lights is idle from one-fourth to one-half of the time. We don't say to those who invest money in industry "the only time we are going to pay you for your money is during the evening, when the lights are on. The other time the machinery isn't working, a large part of the plant isn't working, and therefore it would undermine your character if we paid you while your capital wasn't working." We don't look at it that way.

Now, whether you provide the money in one way or another doesn't make a great deal of difference. The principle must be that unemployment insurance is one of the costs of running a business that doesn't run evenly all the time. The reason it doesn't run evenly all the time may be your fault, may be the public's fault, may be the fault of the employer. There are many reasons. Sometimes it is because we have crazy buying habits, sometimes it is caused by the weather, sometimes it is caused by other reasons, but simply because you can't work in fluctuating periods is no reason why you shouldn't eat in the fluctuating periods. You have to provide a steady income. That is the problem before us and how you provide the money doesn't make a great deal of difference.

You have heard a good deal of discussion of the so-called "Ohio Plan" and the so-called "Wisconsin Plan." The Wisconsin plan goes on the theory that if you can provide a penalty for the employer when he lays people off, that will stimulate the employer to provide more steady employment. And so the plan provides that there shall be a state fund, each employer will pay into it, there will be no contributions from the employee, except when they want to make additional contributions to get additional benefits, and each employer's account will be kept separately, so that when an employer lays a man off, out of the fund credited to this employer's account, the employee will get certain benefits as long as that fund will last. The employee will have no claim on any other employer's fund.

OHIO PLAN EXPLAINED

The Ohio plan is quite a different scheme. It goes on the theory that the amount of stimulation you can give to the individual employer to make him provide steady work is very limited, that the employer already has very many incentives, very many more incentives than a two per cent tax on his payrolls would give him to provide steady work; and therefore the whole problem should be approached from the other way, from the other angle, namely, as a substitute for relief and as a means of providing for families. Therefore the Ohio plan creates one general pooled fund. Each employer in the state pays a certain amount into a state fund. The Ohio plan provided two per cent from the employers and one from the employees, making a three per cent fund. Fortunately in our state we had enough data to work out exactly how much that three per cent of the payrolls of Ohio would enable us to pay in benefits.

And it worked out something like this: that if after a waiting period of four weeks the employee who had registered at an employment office that he was unemployed, and for four weeks the employment office tried to get him a job and he tried and he was still unemployed, he would get 50 per cent of his normal weekly earnings for a period of 20 weeks with a maximum of \$15.00 per week.

Now you say—"Is that adequate?" Of course it is not. "Well then, why don't we make it adequate?" Well, for the same reason that I don't carry a million dollars worth of life insurance. I happen to have a very large family and the insurance people tell me that I ought to carry about a million dollars worth of life insurance to properly protect my family. I want to carry that much insurance but I just don't have the money to pay for it.

If we wanted to provide more adequate unemployment insurance, we would have to have a four or a five or a six or a seven or an eight per cent fund. There is no magic about insurance. In insurance you get just about as much as you pay for. It is an economical device because if we all chip in together it doesn't cost very much to each one of us and therefore we can get for \$1.00 quite a bit more; whereas if we each one of us tried to save our own dollar, we could get very little, but we don't get anything for nothing.

So the Ohio Commission when it reported made a long table and said, if you only want to purchase or rather to pay two per cent of the payroll, you will buy this much insurance and no more. For three per cent, you buy more insurance, four, more, and if you paid five per cent you could carry yourself through a depression such as we have had for four years. When people speak of an unemployment insurance fund breaking down during a depression, they mean it will break down because the amount of insurance you have purchased is not enough to take care of a long depression of four or five years. But if you want to pay enough to take care of that long a depression, you can do it by paying five, six or eight per cent of payrolls for it.

Now that is a very important thing to remember because the insurance companies are flooding the country with opposition to unemployment insurance on some of these grounds. They emphasize that it is inadequate. If they say that is an argument against insurance, then, of course, life insurance is absolutely impractical and inadequate. Why has every industrial state in the country had to adopt Mothers' Assistance or Mothers' Allowance laws? It is a subsidy by the state, by the government, to mothers who fail to get life insurance. Why don't they get life insurance, why don't all people get life insurance? Do you think a man who earns \$1300 a year can have a \$10,000 or a \$20,000 life insurance policy to provide for his family? I can not get the insurance I need, I would like to, but I cannot because I cannot pay for it.

ALL INSURANCE COMPARABLE

Just as life insurance may be inadequate and is inadequate for most working people, just so unemployment insurance may be inadequate if we feel ourselves too poor to pay for it. Now we are about getting ready to see that we have got to pay for it anyway and we may be paying for it in much more dangerous ways in these great expenditures for relief that imperil the budget of the country and the credit of the country. We may find that that is a very much more expensive way than by a three or four per cent tax on the payrolls of the country.

We found in the State of Ohio, for example, by putting an actuary to work on the figures, that if a plan of unemployment insurance like the bill that we recommended had been put into effect in 1923 after the depression of 1921-22, it would have taken care of most of the problem of unemployment for those folks who ordinarily are self-supporting during all of the years up to the depression. It would have provided them with 50 per cent of their normal earnings, which is three or four times, what they get from ordinary relief. It would have taken care of the technological unemployment at that time, of the seasonal unemployment, of the two bad years, 1924 and 1927, and it would have had a fund on hand of something like \$60,000,000 with which to face the year 1930; and in the years of 1930 and 1931 it would have paid out to them in those two years about \$180,000,000 in unemployment benefits. It would have thrown that amount of purchasing power into the markets of the state at a time when that was what the state needed, purchasing power in its markets. And the fund would have run through that way until the middle of 1932 and then the money would have been exhausted. Why would it have been exhausted? Because we did not pay enough in, and we paid only three per cent. Had we paid five, it would have run through two years more.

Think of what it would have meant if, at the beginning of the depression, we had that much protection before any question would have arisen of breaking down the resources of private agencies and local public agencies in dealing with the relief problem.

And so it seems to me that there cannot be any two questions about this, no two sides of the question after what we have gone through, because the second side of

the question is to handle the problem of unemployment the way we have handled it.

Now there were two very important arguments against any such action by the State. One was the interstate competition argument of which I think ordinarily too much is made, because I find that the states that don't spend much on labor legislation are not the states that are very prosperous. Those who have heavy burdens, as they are called, for labor legislation, I find are generally the most prosperous states. Certainly the Commission in Ohio found that our State has a Workmen's Compensation Bill that industry thinks puts very heavy burdens on it, and has a 16-year-age limit for children, has had now for 10 years, and has very many other labor laws that industry has considered burdensome, but we found in fact that from census to census Ohio has grown faster—Ohio's industries and the amount of business done and the amount of employment in Ohio has grown faster—than the states that did not have these "burdens" on them. It is quite obvious as to why that should be, because while these are expenditures, you get something in return for the expenditures. When you provide properly for the depreciation of human beings, for the safety, education, health, and unemployment of human beings, you are getting in return the same kind of returns you get when you provide properly for the depreciation of machinery, or when you can take care of your capital charges when your machinery is not working. To consider such things burdens is a shortsighted way of looking at it.

COMPETITION ARGUMENT ELIMINATED

Still there is something in the interstate competition argument. But now the President has announced that the Federal Government will take some action, some uniform action that will eliminate that argument. The Wagner-Lewis principle, as you know, was to put a tax on employers in all of the states, which tax would be remitted if they contributed that amount to an unemployment insurance fund within their states, so that argument is now out.

One of the other very important arguments was, if the states set up these huge funds and invest them in securities and then when the depression comes and you need a great deal of money at once and you throw these securities on the market, you are likely to intensify the depression. There was something in that argument, a good deal in that argument, and the commission that reported on unemployment insurance usually made some suggestions as to how that condition could be avoided. But now, perhaps you noted that the President said that the state funds will be deposited, or at least under the plan they are working on in Washington will be deposited with the Federal Reserve System, and the Federal Reserve System will do the investing of the funds. The Reserve Board then can use these enormous sums which the President remarked will be so great that we ought not to put them in private hands. The Federal Reserve System will be in a position to use them, not to intensify depression, but will be in a position to use this large amount of money, and the credit that will be based on it, to overcome fluctuation in the markets of the country.

Now suppose the states begin acting this coming January—I understand there are now nine legislative commissions appointed by various states—I think there is a chance that perhaps a half a dozen industrial states will adopt laws during these coming sessions. I think it is very desirable that that should be done. If we get only six state laws, I think we shall have made very great progress. Now I know that there are people who are impatient and think the Federal Government ought to, in a moment, in one year, set up one national system. Even if this was done, it would take about 10 years to get that one national system properly working throughout all parts of the country. These things don't happen in a hurry.

When we start drawing bills and get to the really practical problems, a great many people raise objections and say "What will you do in a case like this?" and "What will you do in a case like that?" Now here is what I have noticed in legislation of this kind. Usually the problems and the questions that we raise when we are drawing the bills, after the bills are enacted those problems never appear, but a whole lot of other problems and questions that we never thought of, these are the ones that come up. So that we ought not to take ourselves too seriously in drawing the bills, as to what you will do in this case and in that kind of a case, because legislation of this kind is bound to be experimental and only the administration of it over a period of years will teach us exactly the kind of a law that we need. That was the experience with our workmen's compensation laws and has been our experience with other legislation. We ought not to try to get or to worry much about getting a perfect law at the beginning.

COSTS VARY WIDELY

Here is an interesting thing that we have discovered in working on these laws. It happens that in Ohio our figures show that a three per cent fund would purchase as much insurance as I told you, that is fifty per cent of the normal weekly earnings with a maximum of \$15 a week after a waiting period of four weeks for a maximum of 20 weeks. But if you wanted that same amount of insurance in an agricultural state out west, it would cost you 10 or 12 per cent of payrolls. Simply because in one place you can get it for three per cent is no reason for believing you can get it for the same cost in other places, because the cost depends on how many people are insured and what kind of risks they are. That is why it is always better to have a larger fund, more people insured with all sorts of risks, then you can get it most economically.

Now if the states act separately, the first states that will act naturally will be the industrial states and for them the costs, like that we found in Ohio, would probably be pretty close to what most of the industrial states will have. For the other states, it occurred to me that there would be a great field for state compacts if the Federal Government does not take hold of that problem. That is to say the states with smaller population, the states largely agricultural, the states with not many industries might combine until they get a large enough coverage to make the insurance economical.

Now there is one more thought I want to leave with you. The Wagner-Lewis Bill and the Wagner-Lewis principle which is that the Federal Government shall levy a tax and then remit the tax if the state establishes insurance bills, leaves out one whole set of industries that are extremely important. Each state, when it enacts a law, has to exclude industries engaged in interstate commerce. Unless the Federal Government itself sets up an unemployment insurance system for those industries, all of those employees will be left out and when you include in addition to railroads, trucks and busses, telephones, telegraph, water transportation, pipe lines and all of those, it will come close to eight or nine million people.

Therefore, it seems to me one of the things that will be needed and one of the ways in which we can work toward a national system to unify the separate action of the states, will be for the Federal Government to enact a model Unemployment Insurance Law covering all of those industries that are clearly subject to the jurisdiction of the Federal Government and are not subject to the jurisdiction of the state government. Let a fund be created for those industries and then this will be the model form of administration. My own feeling is that we should create a Federal Unemployment Insurance Corporation, the President appointing the board of directors and then the board of directors running that corporation in exactly the way the board of directors of any insurance corporation runs its business.

(Continued on page 11)

INDUSTRIAL BOARD

THE following amendments to regulations, interpretations, and administrative rulings were approved by the Industrial Board on October 10, 1934:

REGULATIONS

1. Regulations for Protection from Fire and Panic—Rule 112 (a) amended to read as follows:

"In all schools or colleges or other buildings used for educational purposes of more than one (1) story in height, there shall be provided at least two (2) means of egress from all floors *above the first Where, in the judgment of the Department, the present means of egress from the first floor are inadequate additional means of egress shall be provided.*

"No school shall be used for other than school purposes after darkness where more than fifty (50) persons are assembled unless at least two (2) means of egress are provided. This applies also to single-room, one-story buildings."

2. Regulations for Pits and Quarries—Rule 388 (c) (AI) amended to read as follows:

"In the case of side hill quarries the overburden shall be removed for a distance of at least fifteen (15) feet from the face of the quarry."

INTERPRETATIONS

1. Regulations for Boilers:

"It is interpreted that paragraph (t) of Section 1 of the Regulations for Boilers does not require reconstruction of existing installations of overhead walkways where, in the judgment of the Department, such installations provide adequate safety."

ADMINISTRATIVE RULING

1. Regulations for Fire Alarm Systems—Administrative ruling to read as follows:

"That where push button sending stations are installed on existing Class B fire alarm systems, the push button need not be replaced by a break-glass station provided a sign is placed at the push button indicating its use only for fire alarm signaling."

The following devices were approved:

Company	Device
Goldberg Brothers, Denver, Colorado.	Rewinder for motion picture projectors
Harry Buegeleisen, Brooklyn, N. Y.	Types 3960, 2960, 0864, and 0761 goggles
Berger Brothers Company, Philadelphia, Pa.	Ladder lock
Hollingsworth Company, Philadelphia, Pa.	Types H-1 to H-13 emergency lighting systems
American District Telegraph Company, New York City.	Type 539 fire alarm system
Thomas & Wolff, Inc., Chicago, Ill.	Carter Adjustable Ladder Foot

The following amendments to regulations were approved by the Industrial Board on November 16, 1934:

REGULATIONS

- Regulations for Elevators.

- Rule 252, paragraph (b) amended to read as follows:

"Automatic control freight elevators shall be subject to all provisions of the requirements covering automatic control passenger elevators, as set forth under Rule 231 of these regulations, except that capacity be included in the list of exemptions and

(Continued on page 12)

SALVAGING INJURED WORKERS' RIGHTS UNDER SUPREME COURT "ROMIG DECISION"

By STEPHEN B. SWEENEY, Workmen's Compensation Executive Assistant and Director of Workmen's Compensation

WHEN the Supreme Court in April, 1934, handed down the now famous Romig decision, reversing the Superior Court's unusual action, the bureau of workmen's compensation was ready for the huge task of re-adjustment involved. Lists had been prepared of over 17,800 cases in which the compensation being paid appeared to be subject to increase under the decision.

These lists had been built up during the year following the 1933 action of the Superior Court which attempted to eliminate the long standing five and one-half day week basis for determination of the weekly wage upon which compensation is based. It was anticipated by many people experienced in workmen's compensation law that the Supreme Court would reverse the Superior Court and reestablish the five and one-half day basis. The workmen's compensation officials of the Department of Labor shared this view.

Immediately after the action of the Supreme Court, the bureau of workmen's compensation began notifying the employers and insurance companies of the names in the 17,500 cases apparently involved. The insurers were urged to reopen these cases by means of supplemental agreements in order to eliminate the hard feeling, time and expense which would result if claimants were compelled to file petitions to have their rights determined by referees. After a reasonable time had been allowed for the insurers to act letters of instructions were sent to claimants in cases which had not been adjusted voluntarily by insurers.

The response to this plea by the bureau for fair treatment of the claimants has been most interesting. The self-insured employers as a group stand head and shoulders above the insurance companies in the voluntary reopening of cases. The insurance company record is affected most adversely by the refusal of two companies to act in the manner which all of the other insurers believed to be just and equitable. The record and actual obstructionism of these two companies will be indicated below.

The bureau's records showed 6,500 odd cases involving self insurers. Of this number over 5,000 or 77 per cent had been adjusted voluntarily by December 31. The record for insurance company cases is quite different. Of the 11,500 odd insurance company cases only 4,500 cases or 39 per cent had been adjusted voluntarily by December 31.

The 9,500 total of adjusted cases is 53 per cent of the 17,800 "Romig cases" on the bureau records. More than 7,000 of these re-opened cases are of indeterminate disability and involve an increase in compensation payments of \$20,000 *each week*. Approximately 500 are permanent disability or fatal cases the reopening of which will result in a total increase in compensation paid of \$200,000. The total amount payable for the indeterminate cases will not be known until all of the involved disability ceases.

Fairness to the other insurance companies requires that their figures of re-opened cases be re-considered after eliminating the cases of the two non-cooperating insurance companies mentioned above. All of the insurance companies other than these two had 9,000 odd cases and by December 31 voluntarily had adjusted 4,000 cases or 46 per cent of the total.

The bureau's records showed 2,300 cases involving these two insurance companies and that only 87 cases or 3.80 per cent had been re-opened voluntarily by these companies by December 31. The action taken in these 87 cases is best explained probably by the insistent fair-mindedness of a few insured employers. This seems a fair conclusion in view of the following letter which is identical with many forwarded to the bureau by claimants

against one of these two companies. The fact that the letter was multigraphed indicates that it was sent to many if not all of the claimants involved in the cases on the bureau's records.

PENNSYLVANIA THRESHERMEN AND FARMERS'
MUTUAL CASUALTY INSURANCE COMPANY

Mr. Marion Misiak,
Mt. Pleasant, Pa.

Harrisburg, Pa.,
August 11, 1934.

"Dear Sir:

"This will acknowledge receipt of your recent letter in reference to your compensation claim, which letter infers that you received the customary form letter from the bureau of workmen's compensation which is going forward to injured employes (together with a blank petition).

"In reply I beg to advise, and as you know, following your accident a compensation agreement was entered into with you and compensation payment was made accordingly and a final receipt was signed by you, and since the compensation agreement you signed was properly prepared in accordance with the requirement of the rules of the Compensation Board in effect at the time of your accident we will bitterly oppose any effort on your part to re-open this case in an endeavor to recover additional payment.

"It now becomes a matter of principle with us even though we might be compelled to expend additional money in fighting the case, which we undoubtedly will do in the event a petition is filed by you, and, of course, such litigation will involve expenditure of money on the part of the other party at interest as well.

"Hoping that we have now made our position clear in this matter, I remain

"Very truly yours,

"P. A. T. and F. MUT. CAS. INS. CO.
(Signature rubber stamped) "By M. G. LEHMAN,
"Manager, Claims Dept."

M.G.L.: C.H.

The other of these two insurance companies apparently stood on its technical rights to compel the claimants involved in these now unfairly settled cases to go to the expense, time and trouble of going before a referee. This was a profitable procedure from the standpoint of this company because relatively few claimants took such action. In many instances claimants indicated that their failure to act was due to their fear or dislike of the appearance of fighting their employers.

The unfortunate situation which the actions of these two insurance companies brings out in bold relief is that there is no power granted in the law to compel them to reopen these cases except upon action initiated by the claimant. The bureau of workmen's compensation should be granted that power in fairness to injured workers and in fairness to the vast majority of insurance companies and self insurers who gladly recognize their moral as well as their legal obligations. It is hoped that some such power will be granted in the liberalization of the Workmen's Compensation Act which seems certain during the next legislative session.

It is also hoped that all of the facts outlined above will be brought out clearly in any public legislative hearings held in connection with proposed amendments to the Workmen's Compensation Act. The public as well as competing insurers and self-insurers deserve full information on such situations.

A MEDIATOR VIEWS HIS JOB

By CLINTON S. GOLDEN, Mediator

THE passage of the National Industrial Recovery Act in 1933 marked the beginning of a new era in the relationships between employers and employees. The so-called "labor problem" entered a new phase.

The far reaching effect of this legislation is reflected in the great increase in strikes and industrial controversies throughout the entire country during the past eighteen months.

Legal recognition of the right of the workers to become members of organizations of their own free selection for purposes of collective bargaining with their employers, and the setting up of new governmental tribunals and agencies for the adjustment of controversies and disputes arising out of this new status of labor, present new problems.

There is no doubt that the organized labor movement was not prepared to meet adequately the demands made on it for assistance by the hundreds of newly formed unions that came into existence during the past year and a half. And it is largely because of this unpreparedness to deal effectively with the new problems that many unnecessary strikes and controversies occurred in that period.

On the other hand, mediators have found many employers who under normal conditions would have willingly cooperated with organizations selected by their employees for collective bargaining purposes in establishing stable collective relationships, but who became confused and uncertain from the pressure of propaganda designed to frustrate adjustment to new conditions.

It is safe to say that a majority of the strikes and lock-outs that have taken place since the enactment of the Recovery Act have grown out of confusion as to the implications of the demand for union recognition. It is probable that this phase of the conflict is passing and that future strikes will more directly grow out of controversies over wages to meet rising living costs.

The passage of the Recovery Act and the codification of industry has likewise stimulated the growth and development of trade associations. Such organizations play an important part in the new industrial set-up. Employers, in order to have a voice in the formulation of codes governing their respective industries, are obliged to become members of the trade association of the industry.

EXPERTS IN BUSINESS TRAINED

For many years colleges and universities have been training specialists and experts to aid business and commerce. Research, statistical, cost accounting, public and labor relations, advertising and publicity experts have been graduated and have found opportunities for service in trade associations, chambers of commerce and similar organizations. Schools and colleges of business administration have been established, endowed and otherwise supported by industrialists, business leaders and manufacturing corporations.

During this period of development of a technique of business leadership and guidance, labor organizations have not been able to provide similar opportunities for its executives and representatives. Under conditions existing today labor is seriously handicapped by not having a sufficient number of experienced executives and trained workers in its ranks.

If we are to assume that the basic provisions of Section 7a of the Recovery Act are to be a permanent part of the organic law of our country, we should take stock of the agencies now in existence within the Commonwealth established for the purpose of promoting better employer-

employee relationships and determine just how intelligently and effectively they can function in this new era.

Industrial codes are in effect that altogether ignore state boundaries and geographical divisions to which most people have become accustomed. Some provide means for adjusting industrial disputes and controversies while others do not. National labor relations boards have been set up by the federal government in the automobile, railroad, steel and textile industries. Then there is the National Labor Relations Board as well as the various regional labor boards.

This multiplicity of agencies operating in the industrial field has created confusion in the minds of both employers and workers regarding their various jurisdictions and functions. Out of this chaotic and confusing situation eventually will come clarity of purpose and well defined functions.

It is interesting to note that in the main those industries where the workers are well organized and the principle of collective bargaining is generally accepted have had fewer strikes and stoppages of production than those industries where there is but a small percentage of labor organization. It is probable that in the future there will be an extension, rather than a curtailment, of the principle of collective bargaining.

UNEMPLOYMENT INSURANCE

(Continued from page 9)

ness subject to the insurance laws of the country; that is one way of taking the administration of this out of politics as much as possible. The standards set in such a federal law, the contributions, the actuarial basis on which benefits will be worked out, the method of administration of the fund, the work test that will be applied and so on, have standards as the basis on which the tax in the states will be remitted. That is to say permit the states to have their tax remitted if they enact unemployment insurance laws with certain standards such as this Federal Unemployment Insurance Corporation will have worked out.

And then there is another thing that such an unemployment insurance corporation or federal plan might do. Take an industry like the electrical manufacturing industry. It is very well organized, the manufacturers in all the states have a national association, they are ready to run an unemployment insurance plan of their own and it is a very serious question whether the Federal Government could force them into a federal unemployment insurance plan. They would have to be covered probably by state insurance laws and the different electrical factories contribute to different states; but if a federal law provided a plan by which such an industry might voluntarily insure in the Federal Unemployment Insurance Corporation, we might gradually develop a national system in cooperation with the states. That would meet all of the objection of a purely national system remote from the localities and industries in which it has to operate.

I have already talked longer than I intended, but I want to reiterate the importance of all of this in the states in which we live, not depending on the Federal Government somehow doing something about this. No matter what the Federal Government does or what it does not do, the states will have to enact laws. It doesn't mean that we cannot have a national system if we do take state action. It doesn't mean that we will be acting any slower or we will be making progress more slowly if we act through the states. The chances are that we will get through experimentation of various kinds in 20 or 25 years, which is not long for a thing of this kind, an adequate national system, and the chances of getting it sooner in my judgment are better if the states begin at once and all of those legislatures that can, adopt laws at their next sessions in January or February.

EMPLOYMENT SERVICE ON MERIT SYSTEM

By A. W. MOTLEY, Director of Employment

UPON recommendation of the advisory council of the Pennsylvania State Employment Service, Governor Pinchot has put under a merit system all employees of the service. Competitive examinations have been conducted, the papers graded, and lists of persons eligible for the various positions, other than clerical, have been compiled.

At the date of this writing several of the positions have been filled from the eligibility lists, and other appointments are expected in a short time.

The movement to place the bureau of employment on a merit basis had its inception in the passage of the Wagner-Peyser Act by Congress. This law created the United States Employment Service and provided for affiliation with the various state services, if such services were placed on certain educational and experience requirements.

Accepting the recommendation of the advisory council, Governor Pinchot entered into an agreement with Miss Frances Perkins, Secretary of Labor, which agreement specifies that merit examinations would be conducted by the United States Employment Service, and that all positions in the state service would be open to appointment from the eligibility lists established as the result of these competitive examinations. Governor Pinchot's letter to Miss Perkins setting down this fact was dated July 3, 1934.

The merit examinations were under the direction of Oliver S. Short, who was designated by W. Frank Persons, director of the federal service. Dr. W. B. Jones, of the Department of Public Instruction, who had conducted the examinations for employees of the State Liquor Control Board, was named to perfect plans for the tests. Announcements were sent to the press and to various civic and educational groups of the examinations together with a list of the positions open.

More than 7,000 persons applied for positions in the state service and the National Reemployment Service in Pennsylvania. Of this number, approximately 5,000 persons were accepted as having the necessary education and experience. They were given written examinations in nine centers in the state. The examination questions were sent direct from Washington to the monitor in charge of the examinations in each city and the seal on the package was broken in the presence of the applicants.

Following the examinations, the papers were sent to Washington where they were graded by experts. If the applicants had attained a grade of 70 per cent or better they were notified to appear for oral examinations which were held in six Pennsylvania cities by an examination board of three persons designated by the United States Service.

The oral examination grades were sent to Washington where Mr. Short supervised the final grades and prepared the eligibility lists.

GRADING EXPLAINED

In all except the clerical positions, the general average was weighted as follows: Education, two points; experience, three points; written test, two points, and oral test, three points. Veterans were given a five per cent preference based on the grade attained in the written test.

In the competition for clerical positions, the grading was based on three points for education, four for experience, and three for the written examination mark.

The closing date for the receipt of applications was September 17. The written examinations for the positions of director, assistant director, field supervisor, and district supervisors were held on September 29, and for other positions October 5 and 6. Oral examinations were conducted late in October.

Practically all of the states, whose services are affiliated

with the federal service, either have placed the systems on a merit basis, or already had been under civil service. New York, New Jersey, and Ohio systems are under civil service, and agreements similar to that entered into by Governor Pinchot, have been effected by the governors of Connecticut, Indiana, Louisiana, Iowa, Colorado, West Virginia, Missouri and several other states.

INDUSTRIAL BOARD

(Continued from page 9)

shaftway doors may be of the same type as permitted for freight elevators of car switch control."

The following devices were approved:

Company	Device
Thomas O. Hoppes, Tamaqua, Pa.	Type C portable wood grand-stand
Hussey Manufacturing Co., N. Berwick, Maine.	Type PB-10 portable steel bleachers
Westinghouse Electric Elevator Co., Pittsburgh, Pa.	Type L car door operator for automatic control elevators when installed with approved locking device
Haughton Elevator Co., Toledo, Ohio.	Type FL-1 car door and landing door operator for automatic control elevators when installed with approved locking device
Otis Elevator Co., New York City.	Type LA locking device for passenger elevators when installed according to approved specifications

The following amendment to regulations and administrative rulings were approved by the Industrial Board on December 12, 1934:

REGULATIONS

Regulations for Boilers

Amendments to the Regulations for Boilers were approved as follows:

Section I—Power Boilers: Paragraphs P2, P9, P12, P24, P25, Table P-6, P102i, Fig. P-5, P103a, Fig. P-5A, P108, Fig. P-7, P111, P190, P194, P198, Fig. P-14½, P258, P264, P268b, P269, P270, P277, P286, P288b, P289, P299, P302, P304, P307, P310, P311, P314, P321, P327.

Section II—Material Specifications: Paragraphs S-1, 2 —S-2, 3b, 9, 14, —S-5, 1, 56, —S-6, 3, —S-7, 1 —S-8, 9b, —S-9, 10b, —S-10, 10c, —S-12, 7b, 9, —S-16, 3, 9, —S-17, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, —S-18, 29, 3, 5, —S-19, 4, 5, —S-20, 3b, —S-21, 3b, —S-22, 3b, —S-23, 3, 12, —S-24, 4, 14, 15, —S-25, 6b, 13 —S-26 (new) —S-27 (new) —S-28 (new).

Section III—Locomotive Boilers: Paragraphs L2, L3, L5.

Section IV—Low Pressure Heating Boilers: Paragraphs H12, H28, H35, H36, H39, H42, H46, H50, H64, H80, H90, H92, H95, H99, H103, H117.

Section V—Miniature Boilers: Paragraphs MA1, MA2.

Section VI—Rules for Inspection: Paragraph 161.

Appendix—Table A5, A6, A7, A8.

EMPLOYMENT AND WAGE PAYMENTS INCREASE

By WILLIAM J. MAGUIRE, Director of Accounts and Statistics

A GAIN of 2.0 per cent in industrial employment in October as compared with September was shown in reports received from 10,500 firms. Payrolls gained 5.7 per cent. The average working week for October was 33.7 hours as compared with 32.2 hours in September. Average hourly earnings decreased slightly while average weekly earnings showed a small advance.

The October figures indicate that the general level of industrial employment is 1.3 per cent less than a year ago, but that aggregate wage payments have advanced 2.4 per cent.

GAINS IN MANUFACTURING

A fall pick-up in manufacturing industries was reflected by increases of 2.4 per cent in employment, 7.2 per cent in payrolls, and 7.1 per cent in employe hours. These were the first substantial gains in manufacturing since last spring. Declines reported in September were generally offset by recoveries in October. Manufacturing employment in October, 1934, was 0.9 per cent lower than October, 1933, while payrolls were 2.2 per cent higher.

The textile and clothing industry which reported decreases of 4.9 per cent in employment and 8.0 per cent in payrolls in September as a result of the textile strike, showed gains of 9.3 per cent in employment and 21.7 per cent in payrolls in October. Other manufacturing groups reporting increased employment and payrolls were non-ferrous metals, food, stone, clay and glass, and paper and printing.

PENNSYLVANIA BUILDING OPERATIONS DECREASE

Building operations in Pennsylvania for October decreased \$411,773, or 16.8 per cent, as compared with Sep-

tember, 1934. Reports to the Department from 75 Pennsylvania municipalities show that permits for 2,204 building operations to cost \$2,038,800 were issued in October as compared with 1,878 permits aggregating \$2,450,573 granted in September.

Notwithstanding the decline in building operations from September to October, the volume of building for October, 1934, was \$523,723, or 34.6 per cent, above the \$1,515,077 total for October, 1933.

According to reports from 71 municipalities, permits for 17,895 building operations aggregating \$18,859,037 were issued during the first ten months of this year. During the similar period of 1933, permits were issued for 17,355 operations costing \$17,940,119. This is an increase in 1934 of \$918,918, or 5.1 per cent. The average building cost per operation for 1934 is \$1,054, an increase of \$20 over last year.

ACCIDENTS 10 PER CENT HIGHER THAN IN 1933

During the first 10 months of 1934 the industries of Pennsylvania reported 79,236 accidents as compared with 71,575 for the first 10 months of 1933, an increase of 7,661, or 10.7 per cent. Included in these totals were 964 fatal accidents in the 10 months of 1934 as compared with 864 fatalities in the 10 months of 1933. Agreements were approved and awards made in 46,626 cases in the January-October period in 1934, a rise of 8,605, or 22.6 per cent, over the same period of 1933. In 10 months this year, compensation to the amount of \$9,298,013 has been awarded as compared with \$7,315,185 awarded during the first 10 months of 1933, an increase of \$1,982,828, or 27.1 per cent.

(Continued on page 15)

ADMINISTRATIVE RULINGS

Regulations for Elevators

The following administrative ruling was approved to cover future examinations of elevator inspectors:

"Examinations for applicants for elevator inspectors' Certificates of Competency shall be conducted by the Elevator Advisory Board. Application to take such examination shall be made by the applicant within a reasonable time prior to the date of examination, the facts contained on such application to be sworn to before a Notary Public or other person authorized to administer oaths.

"Twenty questions shall be submitted to the person taking the examination. Credits for individual questions shall be given at the judgment of the Elevator Advisory Board but no more than a total of 80% shall be allowed for correct answers to all questions.

"In addition to the *grading on the written examination credit up to a maximum of 20% may be allowed by the examiner for experience which shall be outlined on the application form.*

"A total percentage of seventy or more is necessary to entitle an applicant to a Certificate of Competency as an Elevator Inspector."

Regulations for Protection from Fire and Panic—Class II Buildings.

The following administrative ruling covering stage equipment of motion picture theatres when stages are converted to vaudeville usage was approved:

"Where the stage of a motion picture theatre is converted into vaudeville usage such stage shall be equipped according to the Regulations for Protection from Fire and Panic for existing theatrical stages as

set forth in Rule 257 except that the proscenium curtain shall be constructed and installed to meet the following minimum requirements:

(1) Curtain cloth shall contain not less than eighty (80) per cent asbestos and shall weigh not less than two and one-half (2½) lbs. per sq. yd.

(2) Curtains shall overlap the sides of the proscenium opening by not less than eighteen (18) inches and overlap the top by not less than twenty-four (24) inches.

(3) Asbestos curtains shall be of the trip or sectional type and the emergency closing of the curtain shall be by gravity. Emergency closing shall be accomplished by cut lines or other tripping devices on both sides of the stage.

(4) The sides of the curtain shall travel in suitable smoke pockets.

(5) Curtain guides shall be provided.

(6) Other details of construction shall be subject to approval by the Department.

(7) Detailed plans shall be submitted to the Department and approved before installation."

The following devices were approved:

Company	Device
S. H. Couch Company, Inc., North Quincy, Mass.	Type 451-A and 451-B Class A fire alarm systems
Stanley and Patterson, Inc., New York City.	Type LF and CR Class A fire alarm systems
Edwards and Company, New York City.	Type VCA Class A fire alarm system
Hollingsworth Company, Philadelphia, Pa.	Type SK (5, 7½, 10, 12½, 15, 20, 25, 30, and 40kw) emergency lighting system

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EMPLOYMENT AND EARNINGS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA¹

GROUP AND INDUSTRY	No. of plants reporting	EMPLOYMENT				PAYROLLS				AVERAGE WEEKLY EARNINGS				
		No. of wage earners—week ended Oct. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended Oct. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933		Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933	Oct. 15, 1934	Sept. 15, 1934	Aug. 15, 1934
ALL MANUFACTURING INDUSTRIES (68) ²	2,011	408,656	75.9	73.9	76.2	77.0	\$7,617,442	56.5	52.8	56.9	55.0	\$18.64	\$17.94	\$18.67
Iron and steel and their products (11)	503	158,982	63.6	63.9	66.0	63.5	2,915,797	46.8	45.3	50.1	45.1	18.34	17.68	18.81
Blast furnaces	14	1,363	48.3	54.0	58.0	70.2	22,018	27.6	32.6	33.8	39.0	16.15	17.10	16.53
Steel works and rolling mills	63	73,676	54.4	54.4	57.4	54.4	1,214,097	40.6	38.5	45.4	42.1	16.48	15.62	17.44
Iron and steel forgings	21	2,961	78.7	80.5	86.6	65.3	58,597	56.1	57.2	64.6	46.0	19.76	19.77	20.76
Structural iron and steel	33	6,238	75.6	83.8	88.2	69.6	117,266	48.4	50.4	59.0	39.9	18.80	17.64	20.08
Heating and plumbing supplies	33	5,873	86.3	86.3	88.0	86.5	102,922	62.9	58.4	64.4	54.5	17.52	16.27	17.51
Stoves and furnaces	15	1,346	57.1	54.6	52.9	57.9	33,101	43.6	39.5	35.6	42.5	24.59	23.35	21.73
Foundries	80	10,085	55.5	57.3	61.9	56.8	159,629	30.8	32.2	39.1	30.5	15.83	16.02	17.96
Machinery and parts	119	13,473	57.9	58.3	59.3	55.3	281,997	48.1	47.2	48.8	44.8	20.93	20.40	20.48
Electrical apparatus	48	33,733	106.9	105.8	105.3	103.8	756,933	91.7	88.2	88.1	75.6	22.44	21.98	22.09
Engines and pumps	13	1,768	54.9	54.0	52.1	55.4	33,252	38.2	37.5	36.5	32.4	18.81	18.76	18.92
Hardware and tools	64	8,466	72.8	70.7	68.7	74.3	136,075	53.5	50.6	50.3	51.8	16.07	15.68	15.97
Non-ferrous metal products (5)	63	7,702	85.2	84.5	88.2	85.9	146,979	69.2	66.7	71.5	67.2	19.08	18.57	19.09
Brass and bronze	27	1,226	54.0	55.5	61.3	60.2	21,705	36.4	36.4	41.9	39.6	17.70	17.14	17.95
Smelting and refining	7	3,203	93.9	93.5	94.6	89.1	68,072	89.0	84.8	89.6	69.1	21.25	20.35	21.24
Stamped, enameled and plated ware	10	925	20.5	16.8	17.1	22.4	12,880	9.8	7.5	8.7	10.4	13.92	13.06	14.68
Jewelry and novelties	7	1,327	105.1	100.2	98.0	80.4	27,736	95.3	91.1	84.9	73.1	20.90	21.01	20.03
Other non-ferrous products	12	1,021	125.0	124.0	133.7	132.8	16,586	96.0	92.8	101.4	113.3	16.24	15.82	16.10
Transportation equipment (5)	76	24,427	52.2	52.9	59.7	57.1	521,634	34.5	33.2	42.0	35.6	21.35	20.39	22.18
Automobiles and motor trucks	3	983	88.9	76.1	74.7	75.2	23,767	38.8	31.5	36.9	24.4	24.18	22.99	27.34
Auto and truck bodies and parts	19	4,605	58.6	62.3	66.9	81.4	111,759	52.1	49.1	50.4	62.9	24.27	21.44	20.50
Locomotives and cars	14	9,239	27.6	33.7	36.5	22.2	183,667	21.0	26.1	31.2	13.8	19.88	20.18	22.32
Railroad repair shops	36	7,627	57.9	57.4	66.8	63.0	159,298	36.1	33.6	45.4	37.8	20.89	19.57	22.77
Shipbuilding	4	1,973	27.6	28.4	31.6	46.6	43,143	24.6	24.3	27.3	45.7	21.87	20.97	21.19
Textiles and clothing (12)	396	87,794	95.3	86.0	90.3	99.5	1,506,601	81.8	66.6	72.4	83.0	17.16	15.42	16.17
Textiles	312	75,343	92.6	81.6	87.7	96.7	1,340,298	81.1	64.5	70.2	80.6	17.79	15.98	16.56
Cotton goods	46	4,860	53.8	47.8	53.2	65.2	88,017	41.3	35.4	36.9	46.3	18.11	17.51	16.51
Woolen and worsted goods	65	10,723	79.7	60.3	75.7	91.3	176,138	63.2	43.1	58.2	75.3	16.43	15.00	15.09
Silk manufactures	90	23,502	92.7	80.3	93.6	95.6	335,439	67.0	45.1	65.2	63.2	14.27	11.16	13.87
Textile dyeing and finishing	23	2,941	100.0	96.8	90.6	104.6	61,524	86.2	77.5	73.7	85.3	20.92	19.44	19.72
Carpets and rugs	16	2,784	45.2	44.0	44.8	60.1	53,072	35.1	29.2	30.7	46.8	19.06	16.21	16.76
Hats	8	3,072	71.0	77.8	77.5	78.6	50,191	46.7	52.8	76.9	76.3	16.34	16.84	24.58
Hosiery	43	21,763	137.1	122.6	118.5	132.5	467,551	149.6	123.4	108.2	134.3	21.48	19.83	17.98
Knit goods, Other	12	3,706	94.5	81.4	87.5	95.5	65,538	105.1	87.0	92.5	101.3	17.68	16.99	16.73
Millinery and lace goods	9	1,992	76.5	77.3	75.1	78.5	42,828	84.3	82.6	80.8	70.2	21.50	20.82	20.97
Clothing	84	12,451	105.7	103.3	100.8	110.6	166,303	85.2	76.8	83.1	94.5	13.36	12.41	13.96
Men's	39	4,937	79.5	81.2	80.2	79.8	70,210	46.0	45.2	51.7	57.3	14.22	13.66	15.78
Women's	23	3,787	131.9	130.2	121.7	125.3	48,344	131.9	120.6	122.9	127.3	12.76	11.82	12.86
Shirts and furnishings	22	3,727	116.6	109.1	109.2	134.7	47,749	113.9	93.7	103.6	133.7	12.81	11.25	12.42
Food products (8)	251	31,595	119.3	115.6	107.5	105.2	611,585	96.7	94.0	89.1	82.0	19.36	19.52	19.39
Bread and bakery products	84	7,111	114.8	116.1	115.4	109.4	144,906	96.7	97.8	96.7	86.4	20.38	21.51	21.34
Confectionery	41	9,270	125.8	113.1	91.2	110.4	156,677	110.1	96.4	73.9	88.0	16.90	16.47	15.67
Ice cream	22	2,039	82.1	84.5	92.1	75.7	57,651	59.7	59.4	62.2	62.5	28.27	27.37	23.22
Slaughtering and meat packing	24	4,525	129.3	114.4	104.9	103.3	101,267	101.7	88.1	79.4	78.3	22.38	21.90	21.56
Butter and creamery products	5	118	121.3	125.4	139.8	113.9	2,519	83.6	79.2	88.4	75.8	21.35	19.55	18.01
Beverages	40	2,820	125.7	134.1	121.2	89.0	74,262	122.4	134.0	129.5	89.9	26.33	27.02	29.01
Flour	6	159	89.0	90.6	90.1	93.6	3,050	62.6	69.0	68.0	69.9	19.18	20.77	20.60
Canning and preserving	29	5,553	154.5	140.3	116.9	124.3	71,253	91.0	76.0	78.8	74.4	12.83	11.81	15.04
Stone, clay and glass products (6)	173	24,467	73.2	72.7	76.6	74.9	423,954	38.2	35.8	38.9	35.2	17.33	16.51	16.88
Brick, tile and terra cotta	75	3,263	54.4	56.0	59.0	60.8	44,430	25.3	23.1	27.5	24.9	13.62	12.02	13.64
Pottery	11	1,778	83.8	82.2	78.9	87.9	33,395	78.6	70.5	64.8	67.2	18.78	17.18	16.45
Cement	21	4,277	54.1	58.8	64.9	59.9	74,319	26.2	29.8	33.5	26.6	17.38	17.77	18.14
Glass	42	13,100	95.1	90.6	96.6	90.9	234,550	47.4	42.8	46.0	41.4	17.90	17.01	17.21
Marble, granite and slate	18	488	55.2	54.6	56.3	52.1	6,495	25.1	24.8	28.6	24.1	13.31	13.25	14.78
Asbestos and magnesia	6	1,561	120.1	117.5	113.0	125.6	30,765	88.4	81.8	77.7	84.2	19.71	18.65	18.40
Lumber products (3)	90	5,768	47.7	48.6	47.4	61.2	90,426	34.2	34.9	34.2	42.0	15.68	15.77	15.89
Lumber and planing mills	45	1,632	26.0	25.9	25.7	29.6	21,653	19.1	18.2	18.1	18.8	13.27	12.71	12.75

INDEXES OF EMPLOYMENT AND PAYROLLS, AND AVERAGE WEEKLY EARNINGS IN PENNSYLVANIA INDUSTRIES FOR OCTOBER, 1934, PREPARED BY THE DEPARTMENT OF LABOR AND INDUSTRY

INDUSTRY	No. of plants reporting	EMPLOYMENT						PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners—week ended Oct. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll—week ended Oct. 15, 1934	Index numbers 1923-1925=100				Week ended			
			Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933		Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933	Oct. 15, 1934	Sept. 15, 1934	Aug. 15, 1934	
TOTAL—ALL INDUSTRIES ² -----	10,449	769,993	108.7	106.6	106.2	110.1	\$15,776,623	120.1	113.6	116.2	117.3	\$20.95	\$20.31	\$20.59	
TOTAL—MANUFACTURING INDUSTRIES ² -----	2,011	408,656	110.7	108.1	111.4	113.7	7,617,442	128.5	119.9	128.9	126.0	18.64	17.94	18.67	
TOTAL—NON-MANUFACTURING INDUSTRIES ² -----	8,438	361,337	106.8	105.3	101.5	106.9	8,159,181	112.0	107.6	104.0	108.8	23.18	22.59	22.43	
Anthracite coal mining -----	160	81,195	112.9	109.9	95.6	109.8	1,952,146	86.0	83.8	70.8	110.0	24.04	24.05	23.35	
Bituminous coal mining -----	440	75,372	119.0	119.5	118.8	79.3	1,364,598	163.5	145.3	149.8	76.1	18.10	16.05	16.46	
Quarrying and non-metallic mining -----	145	5,158	122.5	130.0	133.2	123.9	82,523	147.0	143.4	161.9	136.3	16.00	14.33	16.04	
Crude petroleum producing -----	18	639	114.7	120.9	119.6	143.3	15,165	119.3	123.6	135.5	139.1	23.73	23.50	26.53	
Construction and contracting -----	1,040	12,183	98.0	98.5	97.5	112.4	266,164	113.1	108.2	104.3	121.4	21.85	20.49	19.74	
Street railways, bus, and taxi -----	74	16,015	100.5	100.5	101.5	99.4	399,167	99.2	95.8	97.2	98.9	24.92	24.05	24.16	
Motor-freight, docks, and warehouses -----	43	3,127	108.8	100.4	109.7	116.2	51,036	109.9	97.6	96.0	110.6	16.32	13.46	13.58	
Telephone, telegraph, and broadcasting -----	43	19,334	93.4	94.0	94.6	93.8	552,430	100.7	100.5	100.2	93.0	28.57	28.21	27.56	
Light, heat, and power -----	42	22,039	100.5	99.4	98.9	103.1	659,310	111.2	110.0	111.1	108.8	29.92	29.87	30.60	
Retail trade -----	3,923	70,636	108.5	104.1	97.5	114.6	1,400,154	114.6	109.9	103.4	116.0	19.82	19.85	19.89	
Wholesale trade -----	1,546	19,901	106.8	106.3	104.9	104.8	548,515	107.9	106.6	104.7	106.0	27.56	27.53	27.58	
Banking and brokerage -----	572	11,875	99.6	100.5	101.1	101.4	349,296	98.2	99.1	99.7	101.2	29.41	29.35	29.45	
Insurance and real estate -----	149	9,193	102.2	102.0	102.1	100.1	307,710	103.6	102.3	103.1	96.4	33.47	32.59	32.62	
Dyeing and cleaning -----	48	1,867	102.2	101.0	98.7	115.0	34,497	123.0	119.5	109.3	134.9	18.48	18.57	17.39	
Laundries -----	38	2,714	102.1	103.1	103.1	101.7	41,538	107.6	108.0	107.0	106.3	15.31	15.20	15.21	
Hotels -----	157	10,089	115.5	116.1	117.3	102.8	134,932	125.3	123.2	121.4	102.5	13.37	13.09	12.79	

¹ In cooperation with the Federal Reserve Bank of Philadelphia and the U. S. Bureau of Labor Statistics. These data are not complete industrial totals but are based on reports submitted by a representative list of firms in each industry.

² Weighted.

³ Reported by the Anthracite Bureau of Information.

EMPLOYMENT AND WAGE TRENDS

(Continued from page 13)

LITTLE CHANGE IN NON-MANUFACTURING

Net gains of 1.4 per cent in employment and 4.1 per cent in payrolls were reported by non-manufacturing industries in October as compared with September.

Largest gains in employment were 4.2 per cent in retail trade, 8.4 per cent in motor-freight, docks, wharves, and warehouses, and 2.7 per cent in anthracite mining. Smaller increases were shown for street railways, light, heat and power, wholesale trade, insurance and real estate, and dyeing and cleaning. Quarrying and crude petroleum showed employment decreases in excess of five per cent with minor declines reported by construction, bituminous mining, telephone, banking, laundries, and hotels.

Employment in non-manufacturing industries is at practically the same level as a year ago, the index for October, 1934, showing a decrease of 0.1 per cent as compared with October, 1933.

UNEMPLOYMENT DROPS 5.5 PER CENT IN OCTOBER

The estimate of unemployment by the Department for October, 1934, places the number of totally unemployed

persons in Pennsylvania at 915,080, or 24.6 per cent of the working population.

Estimated unemployment totals for the years 1932, 1933, and 1934, by months, are given in the following table:

Month	1932		1933		1934	
	Estimated number totally unemployed	Per cent of working population	Estimated number totally unemployed	Per cent of working population	Estimated number totally unemployed	Per cent of working population
January	1,017,730	27.3	1,309,850	35.2	1,028,563	27.6
February	1,013,642	27.2	1,321,842	35.5	980,467	26.3
March	1,059,793	28.5	1,379,351	37.1	890,505	23.9
April	1,072,937	28.8	1,346,549	36.2	906,832	24.4
May	1,144,627	30.7	1,314,835	35.3	873,269	23.5
June	1,191,331	32.0	1,259,987	33.8	878,479	23.6
July	1,281,562	34.4	1,147,179	30.8	935,649	25.1
August	1,291,167	34.7	1,037,666	27.9	962,029	25.8
September	1,234,836	33.2	909,363	24.4	968,260	26.0
October	1,138,966	30.6	906,787	24.4	915,080	24.6
November	1,152,209	31.0	893,337	24.0		
December	1,160,354	31.2	867,022	23.3		
Average for year	1,146,596	30.8	1,141,143	30.7	933,913 ¹	25.1

¹ Ten months' average.

EMPLOYMENT AND PAYROLLS IN MANUFACTURING INDUSTRIES IN PENNSYLVANIA, BY INDUSTRIAL AREAS

AREA	No. of plants report- ing	EMPLOYMENT					PAYROLLS					AVERAGE WEEKLY EARNINGS		
		No. of wage earners— week ended Oct. 15, 1934	Index numbers 1923-1925=100				Total weekly payroll— week ended Oct. 15, 1934	Index numbers 1923-1925=100				Week ended		
			Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933		Oct. 1934	Sept. 1934	Aug. 1934	Oct. 1933	Oct. 15, 1934	Sept. 15, 1934	Aug. 15, 1934
Allentown—Lehigh (3 counties) -----	145	30,839	70.8	68.4	70.4	61.3	\$527,373	56.1	50.0	56.1	47.3	\$17.10	\$15.82	\$17.22
Altoona (2 counties) -----	28	5,308	74.8	73.2	86.3	81.2	91,841	49.7	47.0	64.8	51.6	17.30	16.73	19.55
Chambersburg (3 counties) -----	13	1,602	75.1	78.3	76.6	67.4	20,735	47.5	58.3	49.7	42.9	12.94	15.24	13.30
Clearfield (4 counties) -----	35	4,661	68.7	70.5	71.4	74.6	83,465	49.8	46.7	50.4	49.8	17.91	16.33	17.42
Erie (2 counties) -----	87	11,387	79.4	79.9	78.8	72.7	226,095	58.2	57.2	56.8	47.8	19.86	19.34	19.49
Harrisburg (3 counties) -----	54	13,959	63.5	61.9	63.5	56.9	238,087	49.3	45.3	50.6	40.3	17.06	16.09	17.52
Johnstown (3 counties) -----	29	10,495	43.8	45.5	46.1	41.3	164,496	31.5	33.2	35.0	29.9	15.67	15.95	16.57
Kane—Oil City (5 counties) -----	37	4,012	58.8	55.8	56.2	57.4	76,404	45.3	40.6	41.9	40.4	19.04	18.00	18.42
Lancaster (1 county) -----	64	11,136	104.9	101.0	99.4	103.4	184,647	81.7	78.7	79.4	79.2	16.58	16.77	17.20
Lewistown (3 counties) -----	7	1,911	61.2	70.4	74.3	61.6	33,051	43.3	52.8	55.0	40.0	17.30	18.37	18.16
Philadelphia (5 counties) -----	673	129,959	79.0	76.6	77.6	81.4	2,786,217	64.2	60.4	61.7	63.1	21.44	20.91	21.11
Pittsburgh (8 counties) -----	329	96,663	77.1	75.7	79.4	75.2	1,726,952	52.2	49.4	55.5	47.6	17.87	17.18	18.33
Pottsville (2 counties) -----	23	3,924	78.5	79.7	81.2	74.7	76,495	59.8	57.2	62.0	48.7	19.49	18.37	19.56
Reading—Lebanon (2 counties) -----	130	27,472	77.8	77.9	79.3	80.9	518,764	62.1	58.4	59.8	59.5	18.88	17.68	17.90
Scranton (5 counties) -----	65	6,054	75.7	73.4	65.5	80.3	111,243	70.7	67.0	63.0	68.2	18.38	17.93	18.87
Sharon—New Castle (2 counties) -----	35	10,008	52.5	52.4	55.5	57.1	169,710	32.8	31.4	36.9	38.2	16.96	16.39	18.11
Sunbury (4 counties) -----	28	5,531	55.3	50.2	69.4	76.6	79,823	39.1	35.6	55.4	53.5	14.43	14.44	16.35
Wilkes-Barre (3 counties) -----	67	14,340	91.8	90.8	94.2	104.0	212,430	74.8	64.4	76.9	75.2	14.81	12.87	14.81
Williamsport (5 counties) -----	62	6,684	85.0	84.0	85.1	91.2	112,661	56.3	53.0	54.0	56.6	16.86	16.07	16.24
York—Adams (2 counties) -----	79	11,888	78.5	78.4	79.7	80.9	196,457	73.5	71.3	74.5	73.1	16.53	16.09	16.55

COMPARATIVE FIGURES ON DEPARTMENTAL WORK

Bureau	1934				1933
	July	August	September	Total 3rd quarter	Total 3rd quarter
INSPECTION					
Field Inspection Division:					
General inspections and visits	7,171	7,599	7,063	21,833	20,829
Volunteer inspections and visits	46	-----	-----	46	2,136
Women and Children inspections and visits	30	51	55	136	133
Orders issued to comply with State law	770	1,104	531	2,405	2,331
Prosecutions authorized	14	15	15	44	257
Prosecutions closed	25	22	18	65	-----
Fines imposed	\$715.00	\$565.00	\$340.00	\$1,620.00	\$3,614.50
Boiler Inspection Division:					
Inspections and visits	683	831	828	2,342	2,192
Boilers inspected	467	518	538	1,523	1,464
Repair orders issued	498	382	206	1,086	-----
Orders complied with	341	384	302	1,027	-----
Operating certificates issued	1,581	2,040	897	4,518	-----
Fees for operating certificates	\$3,440.15	\$3,966.70	\$4,471.95	\$1,878.80	\$1,920.90
Elevator Inspection Division:					
Inspections and visits	994	973	989	2,956	1,417
Elevators inspected	489	466	543	1,498	1,475
Orders issued to comply with State law	129	143	152	424	100
Operation certificates issued for operating elevators	776	742	760	2,278	650
Plans approved	13	9	15	37	20
Fees for elevator certificates	\$1,894.50	\$1,880.50	\$2,208.00	\$5,983.00	\$12,367.50
Mines and Quarries Inspection Division:					
Inspections and visits	376	384	344	1,104	983
Orders issued to comply with State law	84	42	60	186	164
Orders complied with	85	48	76	209	39
Building Inspection Division:					
Special inspections	1	3	2	6	44
Plans examined	199	203	163	565	577
Plans approved	172	188	142	502	401
Office interviews	108	133	115	356	336
Motion picture projectionists' licenses issued	72	55	51	178	290
Fees for approval of plans	\$617.00	\$623.00	\$442.00	\$1,682.00	-----
Fees for licensing projectionists	\$157.00	\$178.00	\$152.00	\$487.00	-----
Accident Prevention Service:					
Accident reports reviewed	5,829	6,239	4,921	16,989	16,711
Accident reports sent out for investigation	367	357	223	947	1,159
Accidents investigated and reviewed	273	314	247	834	1,087
Total reports handled	6,469	6,910	5,391	18,770	19,387
Bedding and Upholstery Inspection Division:					
Inspections and visits	826	1,082	830	2,738	3,012
Orders issued to comply with State law	92	114	93	299	184
Orders complied with	78	84	48	210	141
Violations found	2,254	2,883	2,098	7,235	2,832
Prosecutions authorized	5	6	5	16	49
Prosecutions closed	1	16	7	24	-----
Fines collected	\$10.00	\$325.00	\$240.00	\$575.00	-----
Cash received from sale of revenue stamps	\$2,580.00	\$3,520.00	\$3,280.00	\$9,380.00	\$12,830.00
State Owned Building Inspection Division:					
Inspections and visits	14	8	12	34	-----
Orders issued to comply with State law	144	16	10	170	-----
Orders complied with	8	6	-----	14	-----
Final plan approvals	2	3	1	6	-----
Conferences in offices	33	42	34	109	-----
Preliminary plans examined	8	5	5	18	-----
INDUSTRIAL STANDARDS					
Investigation of petitions for exemption from State regulations:					
Investigations completed	24	35	92	151	86
Investigations incomplete	21	25	22	68	44
Investigations on safety devices	5	8	12	25	42
Safety regulations revised	-----	-----	11	11	10
New safety regulations	-----	-----	-----	-----	2
INDUSTRIAL BOARD					
Petitions for exemptions from State regulations considered	42	44	111	197	131
Meetings held	1	1	3	5	4
Safety devices approved	6	8	6	20	12
Approval of safety devices withdrawn	-----	-----	-----	-----	7
New regulations approved	-----	-----	-----	-----	2
Amendments to regulations	-----	1	12	13	16
WOMEN AND CHILDREN					
Special investigations	403	553	397	1,353	978
Minor's accidents	6	3	2	11	-----
Industrial board petitions	10	4	-----	14	-----
Miscellaneous	12	62	26	100	-----
NRA handicapped exemptions	252	360	300	912	-----
NRA home-work exemptions	123	124	69	316	-----
Home-work investigations	82	275	187	544	1,148
EMPLOYMENT					
Applicants for work interviewed	27,904	31,573	80,081	139,558	39,838
Placements made	15,440	11,261	9,258	35,959	9,951
Inspections of licensed private employment agencies	269	254	221	744	943
Fees collected for licensing private agencies	\$500.00	-----	\$700.00	\$1,200.00	\$1,200.00
REHABILITATION					
Visits to applicants, employers, schools, and other co-operating agencies	1,953	2,219	3,053	7,225	2,735
Investigations of requests for vocational training	6	16	47	69	54
Investigations of requests for purchase of artificial appliances	13	11	42	66	45
Investigations of Workmen's Compensation lump sum settlement	13	6	22	41	17
Placements in employment	59	60	43	162	68
Total persons registered at end of month	3,147	3,149	4,033	-----	-----
Total students in training at end of month	63	57	112	-----	-----
Artificial appliances bought	11	7	4	22	26
WORKMEN'S COMPENSATION (Board)					
Opinions and orders:					
Referee affirmed	76	68	20	164	310
Referee reversed	8	4	4	16	24
Rehearings granted	29	23	16	68	122
Records returned to court	-----	1	-----	1	8
Cases withdrawn	5	3	4	12	52
Amended award	-----	-----	-----	-----	-----
Total	119	100	44	263	516
Petitions for lump sum compensation settlements received	45	28	64	137	138
Acted upon	101	23	12	136	110
Other petitions acted upon, including appointments of persons to receive compensation of minor children	48	28	59	135	140
Miscellaneous petitions	15	18	9	42	63
Counsel fees allowed	8	6	4	18	19
Total	291	175	128	594	850
(Referees)					
Cases on hand at beginning of month	3,809	3,958	4,628	-----	-----
New cases assigned	807	1,467	871	3,145	2,776
Cases disposed of	645	791	933	2,369	2,024
Cases reassigned	13	6	11	30	40
Cases on hand at end of month	3,958	4,628	4,555	-----	-----
(Bureau)					
Accident reports filed	7,997	8,324	6,771	23,092	24,477
Accident reports and agreements coded and punched	12,793	13,955	11,155	37,903	34,447
Compensation agreements and awards examined, approved and filed	4,796	5,631	4,384	14,811	9,970
Petitions in contested cases received, docketed, and referred to referees	757	1,428	744	2,929	2,454
Referees' decisions mailed to parties at interest	644	711	708	2,063	1,935
Applications and financial statements of employers requesting exemption from compulsory insurance received and passed upon	429	444	445	1,318	1,316
Reports of failure of employers to insure or secure exemption investigated	58	36	289	383	-----
Prosecution for violation of this requirement of the law	3	3	39	45	-----
Cases completed by adjusting division	215	187	167	569	706
MEDIATION					
Number of mediation visits	281	300	275	856	-----

INDUSTRIAL BOARD

(Continued from page 13)

Hollingsworth Company, Philadelphia, Pa.	Type MV modified low voltage emergency lighting system
Newcastle Products, Inc., Newcastle, Indiana.	Type B portable wood grandstand
Vonnegut Hardware Company, Indianapolis, Ind.	Type W panic bolt
Frontier Meter Works, Buffalo, N. Y.	Jones Type S saw guard
C. J. Anderson Company, Chicago, Ill.	Type TO automatic transfer switch for emergency lighting
Marshall Elevator Company, Pittsburgh, Pa.	Type G locking device for freight elevators when installed according to the Regulations for Elevators.

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